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URBAN
MUNICIPAL

VISION 2000

CITY OF HAMILTON
CULTURE AND RECREATION
FACILITIES NEEDS STUDY

Prepared by
The Culture and Recreation Department

November, 1990

Friendly and Fun!
THE CITY OF HAMILTON
DEPARTMENT OF
CULTURE AND RECREATION

THE CORPORATION OF THE CITY OF HAMILTON

RECREATION FACILITIES NEEDS STUDY

PREFACE

The City of Hamilton is currently serviced by twelve (12) Recreation Centres which were built during the period 1950-1981. These facilities generally house a swimming pool, gymnasium and various multi-use activity rooms along with staff offices and change rooms.

The tenure of some facilities has been thirty years and, although maintenance has been ongoing to ensure a well functioning plant, some facilities are in need of major improvements and retrofitting.

In 1985 the Department collaborated to produce the Culture and Recreation Master Plan. This strategic plan and the ongoing Departmental Capital Budget Review indicate that a number of new facilities should be considered to serve the new residential areas of the City of Hamilton. These facilities may follow the established format (pool, gym, activity rooms) or a variation of multi-use recreational format.

The demographics have changed dramatically over the past thirty years and so have the interest levels in recreation programs. Both redesigns and new construction must address trends of today and how they affect tomorrow.

The integral issue of determining future facility needs requires a re-examination of why we create recreation facilities, programs and services.

Over the past 5 years, the Department has produced documents that summarize our policies, priorities and plans. These plans require review every 5 years (approximately) in order to ascertain the most effective and sound operating and business practices.

The Recreational Facilities Needs Study (Vision 2000) is the most recent in the series and will be presented to Council for approval and provide the general direction as Annual Budgets are prepared and Administrative decisions taken.

Previous Plans include the:

. Culture and Recreation Master Plan (1985)
. Aquatic Feasibility Study (1988)
. Arena Feasibility Study (1989)
. Mission Statement, Mandate and Goals (1989)
. Seniors Feasibility Study (1990)
. Culture and Recreation Business Plan (1990-1991)

The Goals of this Vision 2000 Report are:

1. To address comprehensively the Needs Study Terms of Reference adopted by the Parks and Recreation Committee in February 1990.
2. To assess accurately current facilities, programs and services.
3. To provide a responsible opportunity for community input.
4. To present a realistic future plan for recreation facilities, programs and services in The City of Hamilton.

The Corporation Of The City Of Hamilton

.Original September 1990
.Revised October, 1990

DEPARTMENT OF CULTURE & RECREATION

RECREATIONAL FACILITIES NEEDS STUDY "VISION 2000"

EXECUTIVE SUMMARY

Overview

In the Spring of 1990, the Parks and Recreation Committee approved the Terms of Reference and a Steering Committee to prepare a full report on the Recreational Facilities Needs to the year 2000. The Steering Committee has worked with staff and consultants to prepare the Vision 2000 Draft Report which is now being considered at public meetings, by appropriate agencies and departments, and within the fiscal competencies of municipal and provincial governments.

KEY FINDINGS The integral issue of determining future facility needs requires a re-examination of why we create recreation facilities, programs and services.

Recreational Issue	Implications	Findings
1. The Current Delivery System	The Department's Mission, Mandate, Goals Now Defined Clearly	- Obvious Geographic Shortfalls Which Create An Overload In Some Areas.
2. The Social Impacts	Recreation Has Personal, Social, Economic Benefits To The Municipality	- Lack of Facilities East And South. - Social Impacts Ranked High.
3. Current Participation	Programs Developed To Serve Age, Interest, And Facilities	- Reasonable Levels Being Attained.
4. The Future Perspective	Growth And Dispersement Of Population Are Implicated	- The Supply Standards Must Be Examined To Facilitate.
5. The Community Profile	Supply And Demand Issues	- Geographic Shortfalls In East and South

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Recreational Issue	Implications	Findings
6. Current Staff Deployment	Services Levels Will Be Implicated	- Under Review & Revision To Provide A Facilitative Role For Staff.
7. The Business Plan	Upgrades Necessary Accessibility Requirements Modernization Requirements	- Current Facilities In Need Of Improvements In All Areas.
8. New Directional Consideration	Economy And Demographics	- Strategy Development Of New Plan Is Necessary.
9. New Service Deployment	To Upgrade The Master Plan	- Vision 2000 Report Is In Needs Document.
10. New Geographic Parity	East and South Areas	- Facility Needs Indicated.
11. Standards	Determine Appropriate Standards	- Accelerated Final Definition.
12. New Site Definition	Municipal/Private Lands	- Availability Issue Of Land And At What Cost.

The findings of the three assistive consultant reports indicate:

- Programs provided by staff should be towards an indirect service.
- Municipal facilities are lacking or in need of retrofitting.
- Economic consideration must be measured in a competitive city atmosphere when considering quality of life issues for citizens.

Resultant Considerations

Following a careful reality check and assuming that recreation facilities contribute to a healthy and viable city the recommendations point to **Two Main Directions**. Locations have been planned on existing land zoned recreational.

PLAN A To address the two geographic and program service shortfalls.

A1 Provide a Recreation Centre/Pool for East Hamilton in the Riverdale East or West Neighbourhood.

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A2 Provide a Recreation Centre/Pool for South Hamilton in:
- The Ryckman Neighbourhood (Existing Walker Outdoor Pool)
- The Templemead Neighbourhood (Include a Pool & Ice Surface)
- The Falkirk East Neighbourhood

A variation of this plan is to replace the Ryckman location with a more south central location in the Butler Neighbourhood and include provision for a future ice surface.

PLAN B To similarly address the two geographic and service shortfalls.

A1 Provide a Recreation Centre Pool for East Hamilton in Riverdale West by attaching a Pool-Centre to the Lake Avenue Public School. This option provides better accessibility from the Redhill Creek to the East Hamilton boundaries.

A2 Provide two recreational complexes to serve the South Hamilton area with more diverse facilities in:

- The Butler Neighbourhood (Sherman-Rymal Area)
- The Mewburn/Sheldon Neighbourhood (West 5th-Rymal Area)

Both facilities are to focus on a Leisure Pool and an ice surface with considerations towards joint venture with other public and/or private sectors, such as library/fitness services.

Municipal policies which require inclusion for the Arts and Special Populations would apply to either Plan A or B. User policies would be ineffect.

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IMPLICATED PROJECT REVIEW

The municipality deals with capital projects by developing a firm five year fiscal plan and follow-up five year projections:

PROJECT	CURRENT STATUS	YEAR-ESTIMATE	
West Mountain Twin Pad Arena	Acquisition Of Chedoke Lands	1990-91	$7.6M
Senior Citizens Centre	Final Consultant Reports	1991-92	$3.4M
Huntington Park Renovations	Final Design Features	1991-92	$3.2M
Hamilton Aquatic Centre	Land And Design Reports	1993-95	$12 M

****

REPORT IMPLICATIONS

Riverdale East/West	Requires Capital Approvals And Feasibility Report	1994-95	$6.6M
South Mountain Complex	Requires Capital Approvals And Feasibility Report	1996-97	$10 M
South Mountain Complex	Requires Capital Approvals And Feasibility Report	1998-99	$11 M

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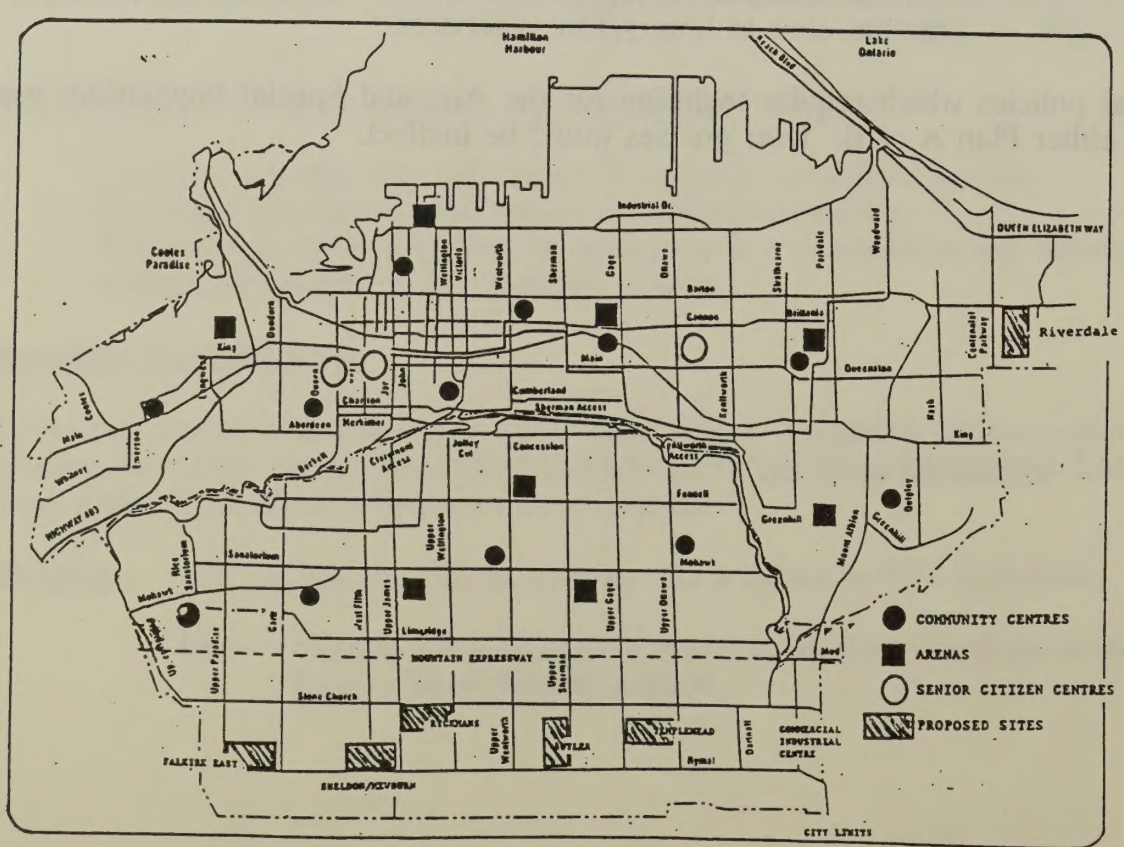

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CONCLUSIONS

The Recreational Facilities Needs Study has prepared a "Vision 2000" perspective which requires definition for the final recommendations. A progressive plan can be realized within both sound operating and capital business practices. Needs and affordability will continue to be cornerstones of the recommendations.

COMMITTEE MEMBERS

Alderman T. Jackson
Alderman M. Kiss
Alderman G. Copps
Mr. C. Renaud
Mr. F. Hickey
Mr. R. Sugden
Mr. David Dean
Mr. Ozzie Ferguson
Ms. Joan Rapsavage
Ms. Coralee Secore
Mr. Ted Hammond
Mr. Jim Simpson

THE CORPORATION OF THE CITY OF HAMILTON

DEPARTMENT OF CULTURE AND RECREATION

THE RECREATIONAL FACILITIES NEEDS STUDY

V I S I O N 2 0 0 0

"MEETING THE FUTURE"

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PART 1

INTRODUCTION

FILE COPY

PART 1 INTRODUCTION

In the Spring of 1990, the Parks and Recreation Committee approved the Terms of Reference and a Steering Committee to prepare a full report on the Recreational Facilities Needs to the Year 2000. The Steering Committee has worked with staff and consultants to prepare the Vision 2000 Draft Report. The report will be considered at Public Meetings, by appropriate Agencies and Departments, and within the fiscal competencies of Municipal and Provincial Governments.

The Goals of this Report are:

1. To address comprehensively the Needs Study Terms of Reference adopted by the Parks and Recreation Committee in February 1990.

2. To assess accurately current facilities, programs and services.

3. To provide a responsible opportunity for community input.

4. To present a realistic future plan for recreation facilities program and services in The City of Hamilton.

The focus of this Vision 2000 Report is on:

- The Philosophy, Role and Mission

- The current recreation status
  - (i) delivery system
  - (ii) population dispersement
  - (iii) supply standards
  - (iv) deployment of staff

- The 1990-1991 Department Business Plan

- Directional Consideration
  - (i) The Environment
  - (ii) Direction & Strategies
  - (iii) Strategic Acknowledgements

- The Deployment of Services
  - (i) prepares the alternatives or optional direction for the final reporting process.

- The Final Reporting Process
  - (i) resultants
  - (ii) optional plans
  - (iii) financial implications
  - (iv) recommendations and conclusions

FOR ACTION **FILE COPY**

REPORT TO: Secretary
Parks and Recreation Committee

FROM: Mr. R. Sugden, Director
Culture and Recreation Department

DATE: 1990 January 30
COMM FILE:
DEPT FILE: P&R-Rec

SUBJECT: *NEEDS STUDY FOR RECREATION CENTRES* - TERMS OF REFERENCE

RECOMMENDATION:

(a) That the draft Terms of Reference for a Recreation Centres Needs Study be accepted as prepared by the Steering Committee.

(b) That the Director of Culture and Recreation be authorized to pursue preparing a report to address the requirements of the Terms of Reference.

(c) That this study be addressed with the supplementary support of consultants for the specific aspects requiring independent research, testing, and recommendations.

(d) That the Finance and Administration Committee recommend the funding source of this study with the cost for independent consultants not to exceed $14,000.00.

R. Sugden, Director
Culture and Recreation Department

FINANCIAL IMPLICATIONS: *(IF NONE, STATE N/A)*

The study will not exceed $14,000.00.

BACKGROUND:

The Steering Committee was comprised of Alderman Geraldine Copps, Alderman Mary Kiss, Alderman Tom Jackson, Ted Hammond, Corky Secore, David Dean (representing C.L.E.A.R.), Chuck Renaud (representing the Arts Advisory Committee), Joan Rapsavage (representing the Parks and Recreation Citizen's Advisory Committee) and Mr. Jim Simpson, Chairman (representing the Sports Council).

The Terms of Reference have been developed from the authorizing Resolution of the Parks and Recreation Committee meeting held on September 26, 1989.

The options for addressing these Terms of Reference through a consultant's study would cost approximately $120,000.00.

TO: Secretary
Parks and Recreation Committee

DATE: 1990 January 29

SUBJECT: NEEDS STUDY FOR RECREATION CENTRES - TERMS OF REFERENCE

BACKGROUND (Cont'd)

The key specific consultants will be engaged on an ad hoc basis within the consultant use policy of the Corporation.

Consultants will be utilized to develop response to cost analysis, cross referencing and issues that require independent research.

The corporate staff research team will be comprised of the Director of Culture and Recreation, the Manager of Planning Services, the Manager of Recreation Services and the Director of Local Planning.

As outlined in the Terms of Reference, the response to this undertaking will be initiated in March 1990 and be completed by the Fall of 1990.

This project is within the capacity of the staff study team based on the available research data from local, provincial or private sources.

The dynamics of our current socio-environment and fiscal responsibility is change oriented. The outcome of this study will be adaptive to the mid and long term goals of such a changing community.

RS:bs
Attachment

c.c. Secretary
Finance and Administration Committee

INTRODUCTION

TERMS OF REFERENCE
NEEDS STUDY FOR RECREATION CENTRES

1.0 INTRODUCTION

The City of Hamilton is currently serviced by twelve (12) Recreation Centres which were built during the period 1959-1981. These facilities generally house a swimming pool, gymnasium and various multi-use activity rooms along with staff offices and change rooms.

The tenure of some facilities has been thirty years and, although maintenance has been ongoing to ensure a well functioning plant, some facilities are in need of major improvements and retrofitting.

The Culture and Recreation Master Plan and the Departmental Capital Budget Review indicate that a number of new facilities should be considered to serve the new residential areas of the City of Hamilton. These facilities may follow the established format (pool, gym, activity rooms) or a variation of multi-use recreational format.

The demographics have changed dramatically over the past thirty years and so have the interest levels in recreation programs. Both redesigns and new construction must address these trends of today and how they affect tomorrow.

2. OBJECTIVES OF THE STUDY

2.1 To recommend the service area formula for all facilities based on serving a geographic area and/or serving a City-Wide need.

2.2 To review the current facilities/recreation/cultural centres against current standards of user profiles and service requirements.

2.3 To recommend additional facilities/recreation/cultural centres and their appropriate location to serve the growing residential areas of the City of Hamilton over the next ten years.

2.4 To recommend the content/format for existing and new facilities to best serve the multi-interest levels of recreational, leisure and cultural activities to include joint venture projects. To also review and report on past joint agreements with Boards of Education, McMaster University, Mohawk College and any additional shared user groups in regards to shared use of facilities.

2.5 To evaluate the major maintenance and retrofitting policy of the City of Hamilton for recreation facilities.

2.6 To recommend the time schedule for upgrading/construction projects on a priority basis.

2.7 To identify the capital financing options that are available for municipal, provincial, and private funds.

2.8 To identify, compare and evaluate our current operating procedures relative to other major providers of comparable size and service delivery and to recommend future operating principles for staffing.

2.9 To involve public participation in the study.

3.0 SCOPE OF THE STUDY

3.1 The study is expected to take four (4) months to complete and will commence in early 1990.

3.2 The Study Team will be provided with background documents and materials from all appropriate city or regional departments.

3.3 The Study Team is expected to follow the following guidelines:

Month One - Orientation and information gathering

Month Two - Response to Steering Committee on the Terms of Reference and appropriateness of schedules

Month Three-Interim Report and Public Meeting(s)

Month Four -Draft Report
Presentation to Steering Committee
Presentation to the Parks and Recreation Committee
Public Meeting
Final Report

4.0 STUDY REQUIREMENTS

4.1 Market Data

To provide relevant information related to trends in the provision of recreation programs and services in Hamilton. The implications of these trends will be addressed.

4.2 Economic Data

To provide an analysis of demographics, residential growth areas, travel patterns, and economic projections which apply to this study.

4.3 Inventory Analysis

To provide a current inventory of facilities, programs and services which apply to the City of Hamilton and to address the implication of this inventory. To review and provide joint venture agreements with all shared user groups.

4.4 Service Standards

To analyze the standards for present and future facilities and address the capital and operating cost projections.

4.5 Objectives Orientation

To comply with the nine (9) objectives set out as the goals in this report.

4.6 Public Participation

To ensure public participation in appropriate forms such as meetings, surveys, and interviews.

5.0 FACILITY REQUIREMENTS

5.1 To determine the facility needs at existing and new recreational/cultural centres related to:

- space requirements for interest areas
- determine multi-purpose options
- innovative design options - leisure concepts
- accessibility

5.2 To determine the future needs and locations based on:

- facility feature and expansion options
- environmental impact and enhancement
- Official Plan zoning implications
- parking, traffic and public transportation
- community acceptance
- site availability and/or acquisition of same
- servicing availability

5.3 To determine the preferred operational format for recreation/cultural facilities dealing with:

- user costs
- operating costs
- capital costs
- management and staffing
- impact on current capital and operating budgets
- market awareness

6.0 FINANCIAL ANALYSIS

6.1 Cost Analysis

The Study Team will provide short and long term cost analysis for the recommendations to include:

- project consulting
- architectural
- renovating - construction estimates
- hard estimates
- contingency allowances

6.2 Capital Funding

The Study Team will provide estimates and time tables for capital programs with identified sources of funds external from municipal, exploring options for:

- other levels of government
- joint funding
- fund raising

6.3 Operating Costs

The Study Team will provide options for operating formats to include:

- program and service costs
- staffing levels and costs
- services, utilities, maintenance costs

6.3 Operating Revenues

The Study Team will develop options for revenues to include membership fees, admission fees, rentals, lease options, concession advertising, donor programs.

7.0 RATES AND RESPONSIBILITIES

The Study Team will report and be accountable to the Steering Committee. This will be done through monthly meetings, following guidelines in item 3.3.

The Department of Culture and Recreation will provide support services and materials to the Study Team. The Study Team will identify the project contacts/liaisons, the cost requirements, and overview strategy. The Study Team will provide draft copies of all printed material, progress reports, interim reports (20) and final reports (20), to the Steering Committee.

8.0 CONCLUDING REMARKS

The direction of this Needs Study and the approach to addressing the objectives should not be limited to traditional terms for recreational programming. The Study Team and the Steering Committee must be prepared to explore innovative concepts and combinations which address the recreation needs of the Hamilton mosaic.

The most viable recommendations will be a combination of user friendly and facility effective.

R. Sugden, Director
Culture and Recreation Department

PART 1

(ii) **PROCESS**

- April-May 1990 - to compile documentation to the current status of Recreational Activities.

- June-August 1990 - to provide a discovery period and analysis opportunity for the document.

- September-October 1990 - to prepare the relevant final recommendation of recreational facility needs, site requirements, financial projections and implementation strategy.

PART 2

PHILOSOPHY, ROLES AND MISSION

Our Goals

1. To Support and Develop Volunteerism.
2. To Program and Operate our Facilities Professionally.
3. To Optimize Community Resources.
4. To Communicate and Educate.
5. To Forecast and Evaluate our Program Needs.

Mission Statement

The Department of Culture and Recreation will contribute to the quality of life in Hamilton by providing enhanced cultural and recreational opportunities for our citizens and visitors

and

"our staff will provide responsive programs / services."

Vision

Friendly and Fun!

THE CITY OF HAMILTON

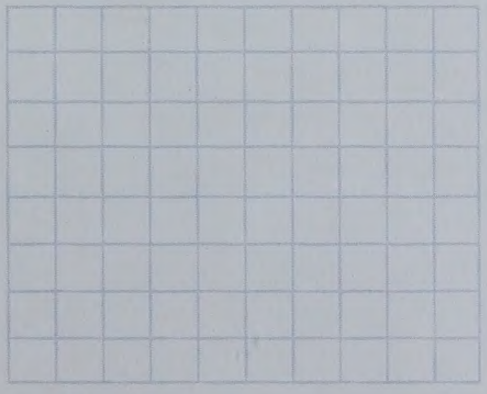
DEPARTMENT OF CULTURE AND RECREATION

Mission Statement

The Department of Culture and Recreation will contribute to the quality of life in Hamilton by providing enhanced cultural and recreational opportunities for our citizens and visitors

and

"our staff will provide responsive programs / services."



We Believe In:

- The potential of each citizen
- Community Self Help

and the significant role of our Department in each area.

We believe in the potential that exists in each individual and the opportunity that Culture/Recreation offers to nuture growth and well being.

This means:

- that we respect the dignity and rights of each citizen
- that we will challenge our community to understand and respond to the opportunity of leisure
- that we will address physical, mental, social and creative needs
- that we will strive to facilitate equal access to leisure opportunities (remove barriers of age, geographic area, disability or financial status).

We cherish the role of the individual and the community in the provision of cultural, recreational/leisure opportunities.

This means:

- that we will encourage the individual, the family and the community to assume responsibility for their own recreation and leisure opportunities
- that we welcome volunteer and community activities that enhance and expand the services we provide
- that we will co-operate with the voluntary sector whenever possible to ensure that activities are complimentary rather than competitive.

The Culture and Recreation Department plays four major roles as it co-operates with other groups involved in a complex delivery system:

- PLANNER
- PROTECTOR
- FACILITATOR, and
- PROVIDER

PLANNER

- To co-ordinate the development and implementation of short and long range plans pertaining to culture and recreation services in the City.
- To encourage co-ordination in the delivery of leisure services between government, groups, organizations and individuals so that available resources are effectively utilized.
- To regularly evaluate the leisure service system, to ensure that it is responsive to the recreational/leisure needs of the Hamilton Community.

PROTECTOR

- To protect and preserve resources for the benefit, use and enjoyment of current and future populations.
- To respect the investment already committed to facilities, programs and services.

FACILITATOR

- To encourage other groups, organizations and individuals to provide recreation and leisure services for their own members and the general public.
- To promote full utilization of all available leisure services.

PROVIDER

- To provide leisure services for public use when other groups or organizations are unable to provide the quantity and/or quality of service required.
- To ensure that all services provided compliment those provided by other groups, or organizations or individuals.

Our Goals

1. To Support and Develop Volunteerism.
2. To Program and Operate our Facilities Professionally.
3. To Optimize Community Resources.
4. To Communicate and Educate.
5. To Forecast and Evaluate our Program Needs.

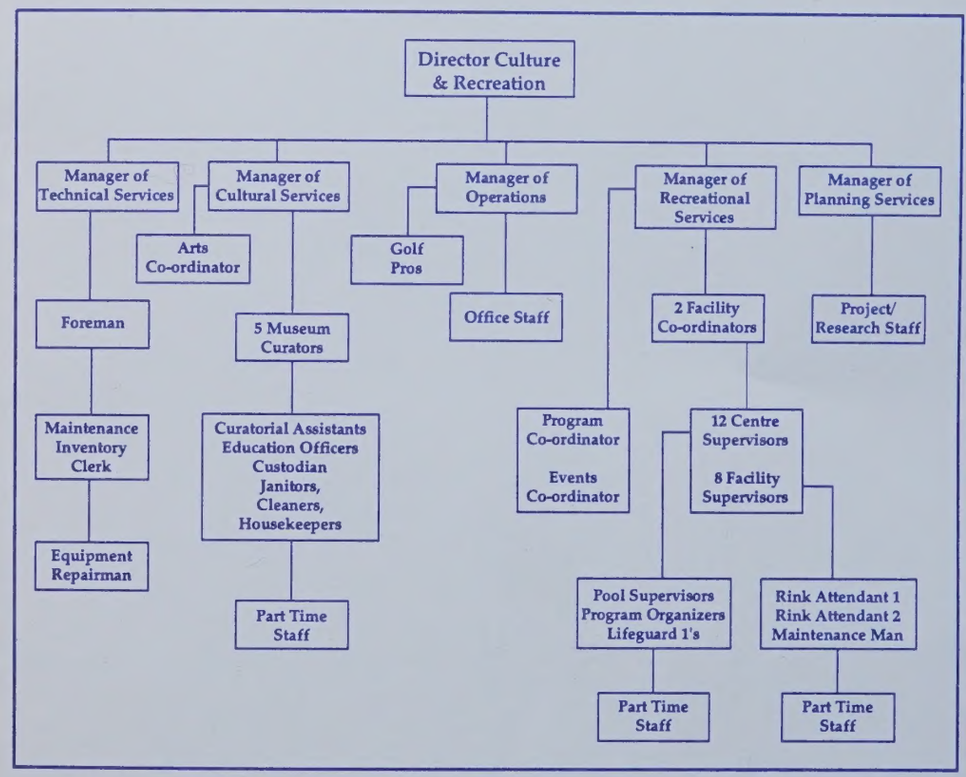
What This Means

1. **To Support and Develop Volunteerism** - our community and corporate resources both the individual and organized groups in providing effective cultural and recreational events programs and services.
2. **To Program and Operate our Facilities Professionally** - our cultural and recreational facilities in a professional manner.
3. **To Optimize Community Resources** - to co-operate and regulate the use of community resources in a compatible way.
4. **To Communicate and Educate** - through participation in Arts, Heritage, Sports, Fitness, Aquatics, Social and Special Event Program.
5. **To Forecast and Evaluate our Program Needs** - to appraise and plan in a responsible fashion for the future.

Culture And Recreation Service Review

The purpose of the Popular Summary is to present in brief format, the Statement of Values and the Statement of our purpose.

Organizational Structure



A Historical Perspective of the Hamilton Department of Culture and Recreation

1908 Founding of the Hamilton Playground Association by the Local Council of Women

1909 The First Playground - "Hess Street Schoolgrounds"

1931 The Hamilton Playground Commission - established by City Council

1945 The Hamilton Recreation Council - established by City Council

1948 The Hamilton Recreation Department - formed by the merging of the Commission and Council - Mr. Andy Lee - Director.

1950 Eastwood Pool opened July 1st

1953 Inch Park, Coronation and Parkdale Outdoor Rinks

1954 Central Memorial

1955 Wesley Centre

1956 Florence Meiler becomes Director

1957 Day Camp established

1961 Huntington Park Centre

1962 Scott Park Pool

1963 Scott Park Arena

1964 Central Pool

1965 Dalewood Centre, Westmount Centre

1966 Bennetto Centre, Mountain Arena

1967 Churchill Centre

1968 Rinks covered

1970 Ryerson Centre

1972 Rosedale Arena

1973 Hill Park Centre

1974 Laurier Centre

1975 Lawfield Arena, Golf Ski Operations

1976 Audell Schimmel becomes Director

1981 Pinky Lewis Centre, Department of Culture & Recreation established

1982 MacNab Centre, Culture & Recreation Master Plan Initiated

1986 Culture & Recreation Master Plan Adopted

1988 Hamilton Museum of Steam Technology

1989 Mission & Goals Adopted

1990 Vision 2000

Corporate Mission

To be a model community which:

- provides progressive leadership in community development;
- promotes diversified economic growth;
- encourages broad-based participation in civic activities;

and

- facilitates a high quality of life for residents.

PART 2 PHILOSOPHY, ROLES AND MISSION

Part 2 summarizes the philosophy, role and mission of the Culture and Recreation Department. The philosophy is essentially a statement of the values and beliefs that influence activities. The role statement identifies the four major roles that the Department plays as it co-operates with other groups involved in a complex delivery system: Planner, Protector, Facilitator and Provider. The Mission Statement more closely defines the activities and responsibilities of the Department.

The statements in Part 2 provide direction for the entire Department.

BASIC VALUES AND BELIEFS

- **We believe in the potential that exists in each individual and the opportunity that Culture/Recreation offers to nurture growth and well-being.**

  This means.....

  - that we respect the dignity and rights of each citizen
  - that we will challenge our community to understand and respond to the leisure opportunities
  - that we will address physical, mental, social and creative needs
  - that we will strive to facilitate equal access to leisure opportunities (remove barriers of age, geography, disability or financial status)

- **We cherish the role of the individual and the community in the provision of cultural/recreational/leisure opportunities.**

  This means....

  - that we will encourage the individual, the family and the community to assume responsibility for their own cultural, recreational and leisure opportunities
  - that we welcome volunteer and community activities that enhance and expand the services we provide
  - that we will co-operate with the voluntary sector whenever possible to ensure that activities are complementary rather than competitive

- **We understand that our activities are critically important as Hamilton matures physically and culturally - our Department is proud to be involved.**

ROLES OF THE DEPARTMENT

The Culture and Recreation Department plays four roles as it co-operates with other groups involved in a complex delivery system:

. Planner
. Protector
. Facilitator and
. Provider

Planner

. To co-ordinate the development and implementation of short and long range plans pertaining to culture and recreation services in the City.
. To encourage co-ordination in the delivery of leisure services between government, groups, organizations and individuals so that available resources are effectively utilized.
. To evaluate regularly the leisure service system to ensure that it is responsive to the recreational needs of the Hamilton Community.

Protector

. To protect and preserve resources for the benefit, use and enjoyment of current and future populations.
. To respect the investment already committed to facilities, programs and services.

Facilitator

. To encourage other groups, organizations and individuals to provide cultural, recreational and leisure services for their own members and the general public.
. To promote full utilization of all available leisure services.

Provider

. To provide leisure services for public use when other groups or organizations are unable to provide the quantity and/or quality of service required.
. To ensure that all services provided complement those provided by other government groups, organizations and individuals.

MISSION:

The Department of Culture and Recreation will contribute to the quality of life in Hamilton by providing enhanced Cultural and Recreational opportunities for our citizens and visitors and
our staff will provide responsive programs/services.

OUR GOALS

1. To Support and Develop our community and corporate resources, both the individual and organized groups, in providing effective cultural and recreational events, programs and services
   - The goal of developing voluntarism and indirect facilitation

2. To Program and Operate our cultural and recreational facilities in a professional manner.
   - The goal of direct programming and managing

3. To Co-operate and Regulate the use of community resources in a compatible way.
   - The goal of optimizing community resources

4. To Communicate and Educate through participation in Arts, Heritage, Sport, Fitness, Aquatics, Social and Special Event Programs.
   - The goal of awareness and marketing

5. To Appraise and Plan in a responsible fashion for the future.
   - The goal of forecasting and evaluating

6. To Train and Develop professional staff to enrich the services of the Department of Culture and Recreation.
   - The goal of professional leadership development

7. To Manage and Be Accountable for our heritage and fiscal resources which include the funds of the municipality and the support of the private sector, which are held in public trust.
   - The goal of fiscal accountability

MANDATE

The Employees of the Department of Culture and Recreation will provide responsive programs and services and will preserve our cultural heritage within a responsive and professional delivery system.

PART 3

CURRENT RECREATIONAL STATUS

PART 3 THE CURRENT RECREATIONAL STATUS

Part 3 of the Report will deal with an indepth analysis of existing situations for facilities/programs and services. Some "future" referencing will be apparent only when stated during background information gathering. This was derived by respondents or focus group comments. Recognition for a good portion of this section must be given to data supplied in Parks and Recreation Minutes, Reports, Advisory Committee Reports, Consultant Studies and Staff input.

(i) the delivery system and the use of existing Recreation Facilities
(ii) Population Dispersement and Projections
(iii) Supply Standards
(iv) Deployment of Staff

PART 3(i) THE DELIVERY SYSTEM AND THE USE OF EXISTING RECREATION FACILITIES

SOCIAL IMPACT

For purposes of reviewing the delivery system and the use of existing recreation facilities we must first address the provision of recreation/leisure opportunities and services as it relates closely to the values we share and the kind of community we want to create.

It is recognized that people seek widely different benefits from recreation programs. Citizens do not buy programs or services, they buy the expectation of benefits with the assistance of Recreation Canada. A benefit index has been developed to assist in the understanding of <u>why</u> recreation is a benefit to our community.

1. PERSONAL BENEFITS
   - Individual Growth and Development
   - Basic Services to the Disadvantaged
   - Population Needs - Wellness

2. SOCIAL BENEFITS
   - Prepares Individual Co-operation
   - Prevents Social Problems
   - Develops Strong Communities
   - Reduces Health Problems and Costs
   - Integrates Disabled, Disadvantaged and Socially Alienated

3. ECONOMIC BENEFITS
   - Increases Property Values
   - Saves Property Owner Expenses
   - Attracts Industry
   - Job Creation - Public/Private

4. INTANGIBLE BENEFITS
   - Contributes to Civic Identity and Pride
   - Contributes to Volunteer Efforts

PART 3 (i)A - CURRENT RECREATION SERVICES

Present Delivery System

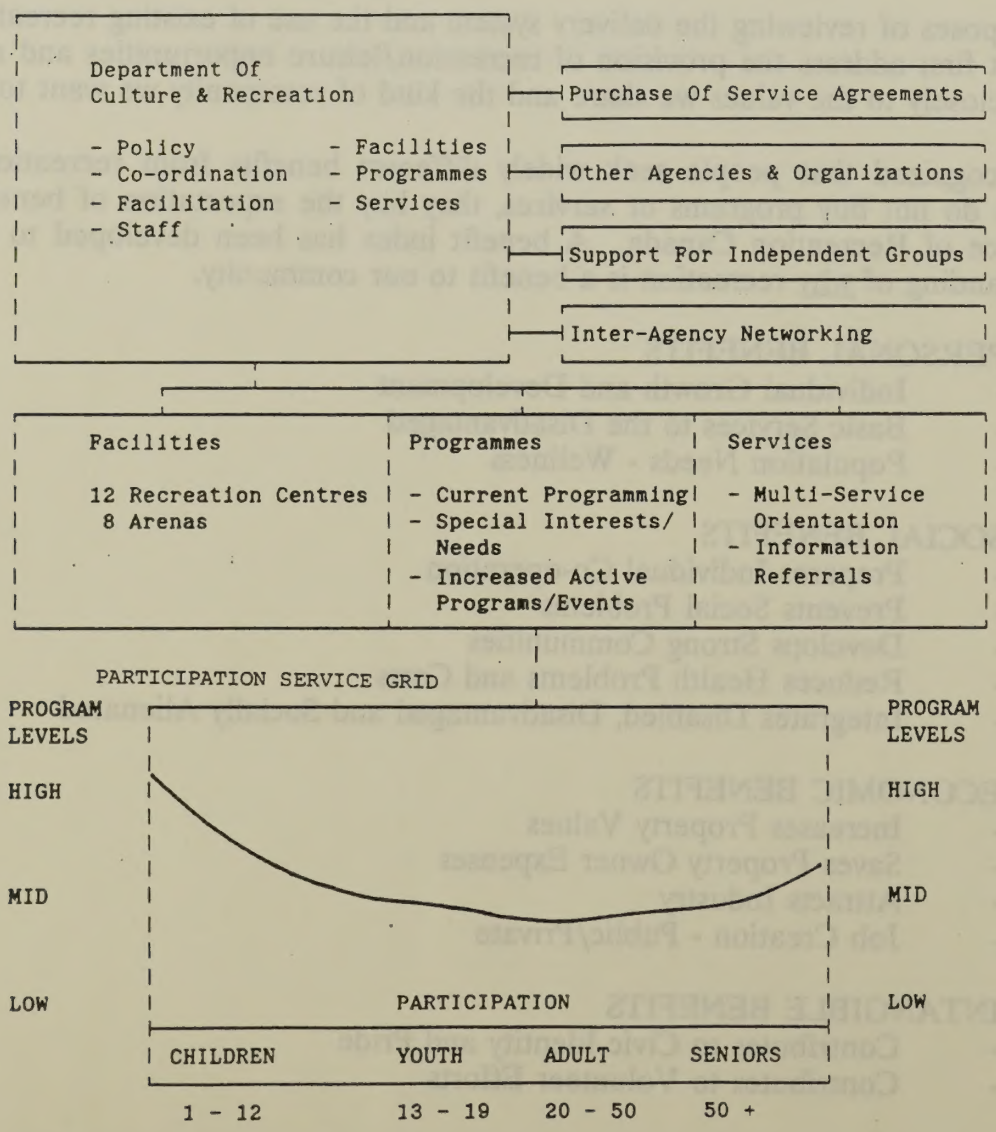
The present services of the Department are:

- the development and operation of recreation facilities
- the provision of direct recreation programs where necessary
- the facilitation of community groups and organization in the provision of a broad range of leisure services (facilities, program & services)
- the development and operation of special interests, events and services

Present Delivery System deals with an in-depth analysis of existing situations for facilities, programs and services, as indicated on the following chart:

RECREATION SERVICES

DELIVERY SYSTEM



STATISTICAL SUMMARIES

1989 RECREATION CENTRE TOTAL USERS

MEMBERSHIP		ATTENDANCE	
Family	3,689	Club	90,000
Adult	2,126	Gym	170,000
Youth	1,487	Pool	630,000
Child	8,321	Other	60,000
Seniors	2,228*		
Disabled	423		
TOTAL	18,274	TOTAL	950,000

INDIVIDUAL DAILY TICKET USERS - 69,641

*Does Not Include Dedicated Senior Citizen Centre Memberships.

1989 ARENA TOTAL USERS

MEMBERSHIPS

Family	586	Youth	296
Adult	148	Child	836
Seniors	83	Disabled	214

TOTAL - 2,163

ATTENDANCE - 412,613

INDIVIDUAL DAILY TICKET USERS - 40,165

OVERVIEW

TOTAL

MEMBERSHIPS	20,437
INDIVIDUAL USERS	109,806
ATTENDANCES	1,362,613

*Family memberships do not include dependant family members in totals.

PART 3 (i)(B) CURRENT FACILITY ASSESSMENT SUMMARY

ACTIVITY/GROWTH DRIVERS

The Department responds to the needs/demands of the public, in turn influenced by a variety of social and economic factors such as Neighbourhood demographics, disposable income and leisure interests.

Generally, the user statistics can be used to assess the current facility loads and response patterns. It must be used as a benchmark when dealing with matching the current services with future growth. The attendances and memberships are affected by:

VARIABLES:

1. Facility Capabilities
2. Programming
3. User-friendly
4. Variable Measurements
5. Local Marketing

NON-VARIABLES:

1. Rates and fees
2. Accessibility
3. Departmental Marketing

In assessing services in order to reflect facility program and facility uses, a number of specifics are identified through the Statistical Summary.

HIGHEST PROGRAM USE	- swimming pools - arenas
HIGHEST PARTICIPATION	- children programs - seniors programs - adult programs

A similar service ranking was reflected in Recreation Canada (April 1990)*

SERVICE RANKING

Indoor Pools	33
Child/Youth Programs	31
Arenas	30
Senior Programs	30
Adult Programs	29
Outdoor Pools	28

*Ranking Compiled Nationally And Rated By The Survey Reflecting An Importance Of A Service Point System.

PART 3 (i)(C) RECREATION FACILITIES

- Existing Status
- User Trends
- Projections

This section will move from the existing status of recreational facilities, their conditions and the user trends to projections and trends which will influence the needs in our future.

As supplied in the Facility Appendix the existing supply of Recreation Centres focus on the following municipally supported facilities:

- twelve recreation centres with pools
- eight single pad ice surfaces
- two major sports parks (golf/ski)
- eight outdoor pools
- one senior citizen centre

and the following quasi-public facilities operated with the assistance of the Municipality:

- Hamilton East Kiwanis Boys & Girls Club
- Hamilton Metro Y.W.C.A. - two branches
- Hamilton/Burlington Y.M.C.A. - one Hamilton branch
- two Senior Centres located at Y.W.C.A. Branches

*McMaster University pool/gymnasium are not included in this analysis

OVERVIEW & FINDINGS

RECREATION CENTRES

The existing facilities are traditional in design with multi-use recreation centres which house swimming pools, meeting space, changeroom/washrooms, office space and in ten centres the availability of school gymnasiums. Central Memorial and Huntington are the only stand-alone centres with full gymnasium accessibility.

POOLS

The major use of the recreation centres $(70\%)_{(1)}$ is related to swimming. In the majority of cases, $(81\%)_{(2)}$ the pool design prohibits use for a full range of aquatic programs and special events.

Footnote:
1. Departmental registration and attendances 1988-1989.
2. Moffat Kinoshita Consultant Study - Pool Data Inventory.

POOLS (cont'd)

Despite such deficiencies that inhibit the type and range of uses that might otherwise occur, the pools are used to or near capacity and could not expect to accommodate significant increases in activity. Across all pools, available time totals 107 hours per week, of which 56% (60 hours) comprise prime time. Most pools (63%) reported current demand for use cannot be accommodated. The majority (88%) have also experienced stable or increased level of use during the past five years and most (75%) expect use to continue to increase in the future.

As ascertained by the Moffat Kinoshita Study the indicators are that Hamilton's pools are used to capacity now, and will maintain this level of use over the long term. At the same time, restrictions on availability and the traditional design of existing pools will preclude the possibility of expanded or new use for disabled accessibility, tot aquatics, therapeutic auxiliaries, competitive needs, diving, synchronized developmental, waterpolo developmental, and generally for family viability. The important variable is the aging facilities, the technical performance and current codes/health standards, which has required repair and replacements based on an "as necessary" basis.

GYMS

The secondary recreation centre function is gymnasium-centred. This has been problematic for full community access when ten of twelve are used by attached schools until generally 6:00 p.m. (some earlier/some later depending upon intramurals, special events and examination periods). The balance of this factor is savings in capital costs but not in operating principles and chargebacks by the Board of Education.

Gymnasium use is designed to serve organized sports and general fitness programs. The traditional sporting activities are affected by the gymnasium size which varies from public school (Bennetto) to secondary school (Churchill). These facilities are well used but problematic for most. In addition to school/community scheduling, the add-on principle requires heightened supervisory and staffing costs. Locations remote from the central control desk are through long and winding corridors thus requiring double coverage for programming staff in the reality of operating and monitoring. The control factors are good at Central, Huntington, Ryerson and Bennetto. Dalewood, Laurier, Churchill are reasonable in distance and vantage points but MacNab, Pinky Lewis, Westmount and Scott Park are succinctly remote.

The current trends towards low impact aerobics and high intensity equipment are not a viable option for the recreation centres as they currently stand without major upgrading and renovations. Fitness is served through staff initiative, adaptive sports or calisthenics. The advent of soft floors and gym accessories have not reached the community levels. The thrust at the private level should not be duplicated but a grass roots/low cost option has been presented by staff for future retrofits.

The present look and feel is that of an institution or bus station. Vitally we must keep pace and can make reference to the enhancements that the burger chains have achieved.

SPECIAL INTEREST AREAS

Clubroom/meeting space is a limited commodity at existing recreation centres. Dedicated use has not been considered for pre-school, seniors, the arts and/or craft operations. Generally one or two multi-purpose rooms are the limit to recreation centres. The shortfall of this approach is now being realized in revenue areas, the cultural-art policy growth and the trends for day care. These factors relegate the Department to a minor player in community services and without a clear policy on the type of support to be offered by the City, the stated mission statement will be in doubt. The facilitative role of staff by focusing on technical assistance, support development and co-ordination requires increased emphasis on community group participation and development in recreation service provision within the required facilities.

OTHER ACCOMMODATIONS & AMENITIES

In approaching most recreation centres, the access appears secondary, poorly signed and generally uninviting. The welcome/orientation areas are not much more than part of the corridor. Many appear makeshift and lack a control function. The institutionalized setting extends to other accommodations of the recreation centres. The use from the sixties have taken its toll on the suitability of parent amenities, warmth and general encouraging accessibility. The life cycle of the existing facilities and programs cannot expect renewed clientele for less than the traditional gym, swim and meeting scenario.

The need to improve City recreation facilities in terms of accessibility and upgrading was initiated in the 1985 Culture and Recreation Master Plan and has been restated by subsequent consultant studies.

AWARENESS

Strategies dealing with awareness of recreational services have been developed effectively to the target market of departmental key components. The wider vision of programs and services have not been an option due to limited facilities. The 1988 regional municipality health council study dealing with the "mapping the way to the future for the elderly" surveyed over 700 senior adults. It addressed the lack of co-ordination of services, information dissemination and service delivery for seniors. It indicated substantial numbers were unaware of senior services from municipal levels. On the other edge of service delivery Cummings Cockburn revealed that the perception of youth programming rated at a pool service level. This reflects more consistently on the image of low cost/low quality pre-occupation of our society. The dominant user services for recreation are being served by recreation centres for sports and swimming, but the awareness of other agency providers is much stronger.

"SPARKLE"

A special symposium of staff reviewed the needs of facilities in March of 1990 and concurred with the business plan for facility upgrading. The critical focus that staff and public alike indicate is the rundown-aging facilities also lack the "sparkle" of freshness, clean looks and modern amenities. A formula for this solution is now underway.

ARENAS

The current arena shortfall has been carefully documented in the independent arena feasibility report. The existing eight ice surfaces vary from converted steel-clad outdoor rinks to traditional arena settings. The rink surfaces were reduced by four in the seventies. The demand level/participation level cannot be met, and although opponents of new arenas continually challenge the need, both the consultants and staff records verify the contrary. The municipality faces critical shortfalls in the provision of arena services (reference - documents).

The Cummings Cockburn Study cautioned the municipality on the viable operation of private rinks. The report indicated that the private operators relied on adult users and lacked a community focus. This reality is now upon us. The Trinity Double Rinks are closed; the others have determined an adult priority over minor hockey.

The municipal arenas are in need of improvements but are well used. The user values have been sub-standard on comparatives, nationally and clearly when regionally represented. Minor hockey has not been the major victim. Women's sports, figure skating and learn to skate have been bigger losers. A poor standard of pleasure skating has been accepted. Prime time use of municipal surfaces is 97.1%.

SPORTS CENTRES

The existing sports parks are Chedoke and King's Forest. These areas have been the focus for both golf and skiing program on a seasonal basis. The Kings Forest Sports Park has been under-utilized for alpine skiing but has been well used for winterfest activities. The clubhouse and grounds are in good shape except for parking. Chedoke is active all year. The clubhouse however is aged and will require rehabilitation or replacement in the future. For the use it receives and the values it aspires, ground floor locker rooms must be considered in the near future.

OUTDOOR POOLS

The existing outdoor pools are active in July and early August. Birge, Coronation, Inch, Parkdale, Chedoke, Walker, Rosedale and Victoria are in vary states of disrepair. The decks, changerooms (or lack of), and pools require major maintenance and upgrading. The staid institutionalized look, and the weather cycles have reduced user rates over the time from construction ('50's - '60's) to the present day. The program generally caters to public swimming and elementary lessons.

COMMUNITY USE OF SCHOOLS

The twelve recreation centres, the YMCA, the YWCA'S, the Kiwanis Boys and Girls Club are augmented when it comes to community services by the "community use of schools". At the present time, an agreement is being developed with the Boards to determine policy and pricing. This is a subject of concern addressed in the business plan.

COMMUNITY USE OF SCHOOLS (cont'd)

The Public Board has recognized the need to establish and continue two formal community schools with community leadership staff. Robert Land and Parkdale Schools operate after school hours as recreation centres with school use. The locations are not exceptionally remote from existing recreation centres but their heavy use indicate they serve a local identity need very well.

The extended use of providing community "part-time" leaders (by the Department) for after hours school use has all but been abandoned in the '80's. Once serving children in good numbers, two or three nights a week, these program centres have been reduced to gymnasium rentals by such groups as cubs, scouts, sport teams, and leagues.

PART 3(i)(D) PERFORMANCE COMPARISONS

CENTRES

The combination of current statistical analysis and the use factors documented under these background reports indicate that a number of facilities are high performers in marketing memberships related to client base and ability to pay.

High Membership Performers

- Central Memorial
- Dalewood
- Huntington
- Sir Allan MacNab
- Sir Winston Churchill
- Coronation
- Parkdale
- Lawfield

The following facilities perform to a high degree in the single admission bracket and indicate a stronger membership potential. (Lower percentage of membership users vs the single admission users)

High Single Admissions

- Bennetto
- Hill Park
- Pinky Lewis
- Sir Wilfred Laurier
- Westmount
- Inch Park
- Parkdale

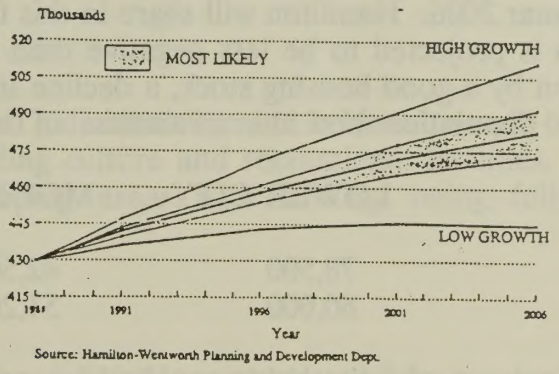
The following facilities carry high attendance and multiple users.

High Users Statistics

- Dalewood
- Hill Park
- Huntington
- Lawfield Arena
- Scott Arena
- Pinky Lewis
- Sir Allan MacNab
- Sir Wilfred Laurier
- Parkdale Arena

PART 3 (ii)(A) POPULATION GROWTH AND DISPERSEMENT

The strategic planning division of the Hamilton-Wentworth Planning and Development Department indicate that the Region will experience a steady increase in population for the next 10 years.



Source: Hamilton-Wentworth Planning and Development Dept.

Hamilton will share in this growth with clear visible evidence on the south mountain where major development is underway. In other "pockets" around the city both increases and reductions will be in order. It is anticipated that the lower city may experience either lower or static figures overall. Projections - the Mountain - increase (11%)
- lower city - decline

THE AGE COHORT ANALYSIS

Children (0-14 years) - A six (6) percent increase of children is now being recorded in schools across the city as a result of the "Baby Boom Echo" as the "Baby Boomers" contribute to family life. This projection will likely be reversed to the year 2006. The Boards of Education will assist in this monitoring and the application of programs and services necessary.

Youth (15-24 years) - Projections for this age bracket particularly for the 20 - 24 year ages are clearly towards a decline. An overall four (4) percent rate will not significantly affect recreational services based upon present service levels. The major impact will be on the labour force. It has been felt in other municipalities that higher participation rates and expectation levels in health, fitness and cultural affairs have off-set declines in population.

Adults (25-39 years) - This age group will feel the most significant decrease as high as 13%. The decline occurs as the baby boom is replaced by the smaller cohort of individuals following them. The established areas and facilities will feel the brunt of this projection whereas the selectivity of the young families will be to higher standards and facilities. The competition to attract this mobile segment of the population will intensify.

Adults (40 - 64 years) - The aging baby boom fuels the 44% growth of this cohort. This age bracket will be comprised of 53% of the labour force. As they impacted the housing market in the 1980's, they will require significant resources of leisure, health, education and social services particular to their needs.

Seniors (65 years +) - Increases will be recorded by 29% and particularly in the (80+) age bracket. The current seniors study documents the future culture and recreation needs most effectively for our departmental response.

PART 3(ii)(B) HOUSEHOLDS

To accompany the age group projections, the scenario for households should be considered. Statistics Canada and our regional chartings indicate that the percentage growth will increase (20%) to the year 2006. Hamilton will share in this factor until developable land is depleted. Migration is projected to be less negative than in the past if quality of life improves. This is driven by a good housing stock, a decline in the proportion of the most mobile (25-44) in the population and the awareness of health, fitness, cultural and recreational amenities.

	LOWER CITY	MOUNTAIN
1988 Households	78,500	42,500
2006 Households	80,000	51,200

Thus, the incremental nature of households speaks to a refinement of family focused activities, but not in the traditional sense. Social housing, single parent families, and migration demands a rethinking of the current programming approach.

PART 3(ii)(C) POLICY IMPLICATIONS

The Department of Culture and Recreation can play an important role in response to the population and household projection.

MIGRATION

The impact on families and individuals located in Hamilton will be influenced by awareness of quality of life. Providing culture and recreational facilities, programs and services in developing and redeveloping areas is a strategy being fully implemented in other municipalities.

SERVICE ISSUES

Rapid growth in the number of 40-64 year olds will increase demand for particular leisure, health, education and social services. Culture and recreational services will be an important part of the growth needs. Facilities will be best located in close proximity to bus routes with easy connections as the next highest growth area will be in the over 64 age group. This will impact health care, community information and accessibility.

The under 34 year cohort will remain very static. Current facilities, programs and services will require enhancement to move from the paper crafts to hi-tech interests. Modern leisure services have developed in an age of affluence. Our population has come to expect the right to swim in the middle of winter and to skate regardless of weather. Upgrading of facilities from the institutional look and feel to a quality atmosphere implies welcome/orientation areas, wave pools, senior lounges, restaurants, therapeutic amenities and fitness complements.

The infrastructure will require improvements to accommodate all culture and recreation services to meet this growing service issue.

Part 3(iii) SUPPLY STANDARDS

OVERVIEW

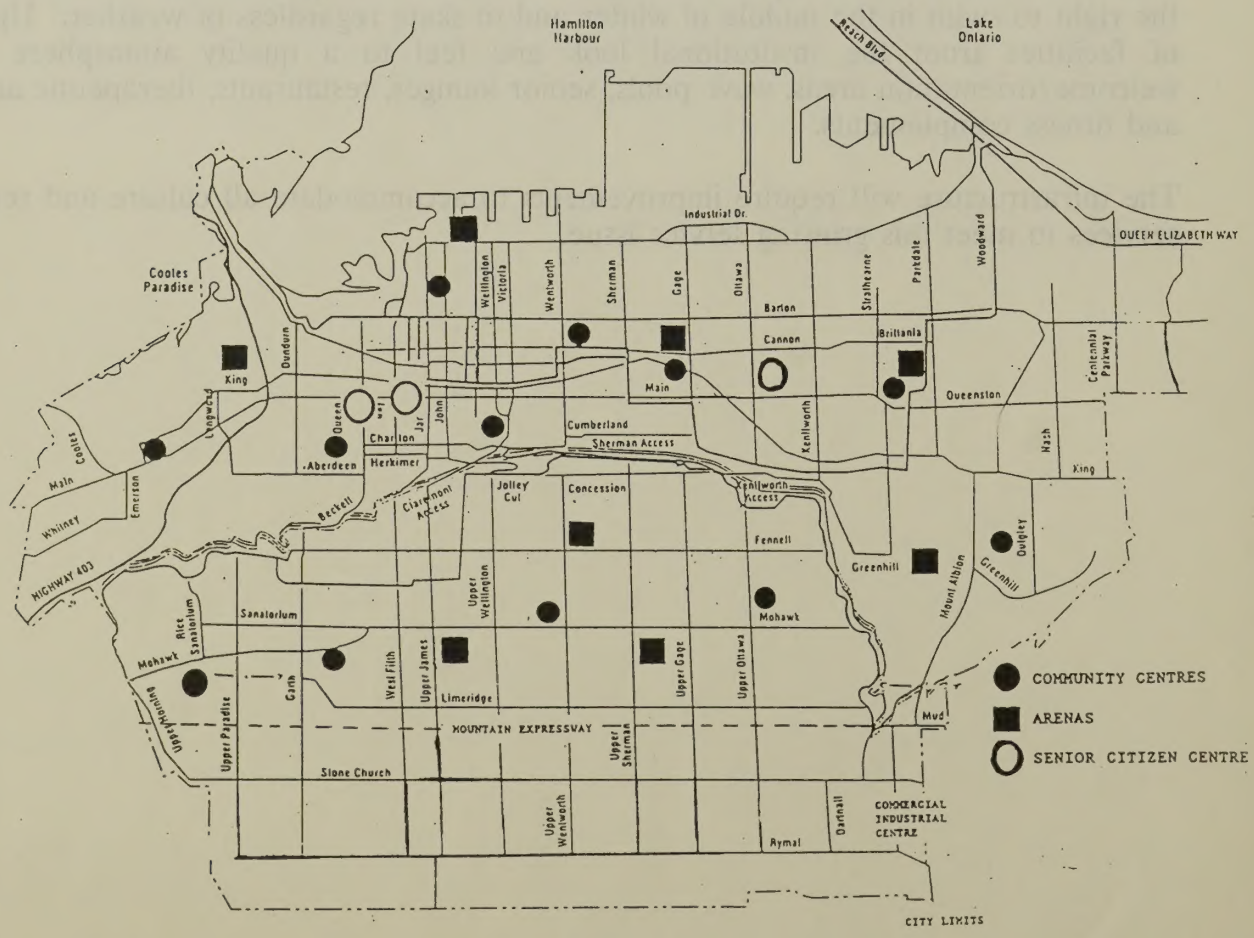
Historically, many communities across Ontario have been planning a standard basis of "facilities per number of residents". In the '70's the Ministry of Culture and Recreation published a recreation facilities standard book for recreation centres, pools and arenas. A ratio of one per twenty thousand residents was utilized.

This ratio when applied to Hamilton reflects over a 25% differential in all categories with some running much higher.

Similarly geographic dispersements were recommended to provide accessibility from the segmentized community plan. Hamilton achieved many good strides in this direction in the sixties and seventies.

The approach to the facilities feasibility analysis will have to be amended and cannot solely rely on absolute statistical standards. Needs assessment based on trends in recreation activity, population, participating rates and so forth are now being introduced. It is a more market driven approach and will be dealt with later in this report.

CURRENT FACILITY STATUS



PART 3(iii)(A) COMMUNITY PROFILE - SUPPLY

CRITICAL SHORTFALLS

The current status indicates that there is a critical shortfall of facilities/programs by both geographic and city wide standards.

ARENAS

The most pressing scenario is for ice surfaces - city wide. At this time, the recent Cummings Cockburn Study has been true to its predictions: "Any destabilizing of the supply of arenas by the private-profit sector would seriously impact the citizens of Hamilton". Six (6) additional ice surfaces were recommended. The current municipal bank is down to eight (8). This decline was incurred in the late seventies when four artificial outdoor surfaces were phased out. This action was a driving force for the private sector and increased the main surface load, particularly for younger age hockey players and pleasure skating. The eighties supply was more contained by accepting lower standards of ice time and imposed back checking on ice enthusiasts by less availability. Geographic distribution covers 70% of the city. The west and east mountain areas are without facilities.

RECREATIONAL UNITS

On the surface, a complement of twelve pool - recreation centres supports the 70% ratio by population but the shortfall is more acute when analyzed under a needs assessment.

Two major geographic areas of the city are underserviced.

EASTERN LIMITS

The Red Hill Valley is a natural dividing line in the eastern area of the city. Similarly the southern road links of King or Queenston isolate a section of Hamilton Housing close to 20,000 people. Kentley and Riverdale districts are underserviced.

THE SOUTH MOUNTAIN

The East West Parkway or Limeridge is a boundary marker for the south mountain. At the present time there is a void in recreational units (except for Walker outdoor pool referenced later). Current population is in excess of 28,000 and is the high growth sector of Hamilton. All real housing and family expansion will incur in this area.

PART 3(iii)(B) CITY WIDE STATUS

Community facilities may breathe life into leisure pursuits but an important quality feature in big cities or even little villages is a sense of national profile.

A cultural centre is a source of pride for any municipality particularly if it boasts a theatre, a philharmonic orchestra, and performing arts.

Recreation and sport can bring similar proud moments to a Canadian profile. Copps Coliseum has very quickly gained international prominence and focus with the pro-hockey movement to ever greater heights.

The current arena perspective has been covered but it is here one must question needs in a step from a two thousand seat facility to an eighteen thousand seat facility. The current status indicates the Junior A team, university and college hockey need a 4,000 - 6,000 seat arena. *reference Arena/Skating Study.

The current pool perspective for national or international training/events is non-existent. Lacking a 50 metre pool and diving facilities, Hamilton cannot play a lead role in the aquatic programs as it once did. Seating of 300 at a 25 yard pool cannot relate to the metric nineties. Again a schedule is needed for addressing competitive swimming, synchronized, waterpolo and diving. *reference Indoor Aquatic Study.

Recreation centres are no longer singularly focused across Ontario. Leisure centres serving wider population standards cross the sport boundaries, into adjoining arts centres, and libraries and commercial enterprises must be part of a future direction but cannot be reported on, as the concept has not been an action option in Hamilton.

Supply standards and shortfalls are important elements in forging the future. This will be the subject of the community input report.

PART 3(iv) DEPLOYMENT OF STAFF STATUS

OVERVIEW

The present Culture & Recreation's full-time staff deployment as it pertains to the Recreation Division:

	Centre Sup.	Program Org.	Pool Sup.	Lifeg'd 1	Lifeg'd 2
Bennetto	1	1	1	1	
Central	1	1	1	1	
Dalewood	1	2	1	1	
Hill Park	1	2	1	1	
Huntington	1	2	1	1	
Lewis	1	2	1	1	
Ryerson	1	1	1	1	
Scott			1	1	1
MacNab	1	2	1	1	
Laurier	1	2	1	1	
Churchill	1	1	1	1	
Westmount	1	1	1	1	
	11	17	12	12	1

	Arena Man.	Rink Attendant
Coronation	1	1
Inch Park	1	1
Lawfield	1	1
Scott Park	1	1
Eastwood		1
Parkdale	1	1
Rosedale	1	2
Mountain	1	2
	7	10

	Centre Sup.	Programmer
Main-Hess	1	2
Sr's		
Total Full-Time Staff		73

*Supplementary recreational part-time and seasonal staff are not included.

PART 3(iv)(A) DEPLOYMENT OF STAFF PERSPECTIVE

The deployment of these employees has recently been the subject of a review that indicates a tightening of some positions within the business plan application is necessary, but also indicates that programs and services in the community facilities are in fact under facilitating.

Programs are being driven by available resources and not by needs. This is not limited to the very public perception of underserviced interest groups and geographic areas, but specifically to human resources.

Essential to any pool are adequate lifeguards in accordance with minimum standards provided by health authorities. These minimums will provide minimum programming. This is not a major underserviced factor in Hamilton but does influence the number of swim programs that can be offered.

The most critical area of human resource shortfall is:

(1) Programming Staff
(2) Support Staff
(3) Part-Time Programmers

If the direct program line is choice for Hamilton, then the choice must be to meet the needs for programs by either direct programming by full-time staff or by the effective co-ordination of part-time programmers. If part-time paid volunteers is the appropriate economical route, then the program organizing staff should number two (2) at all centres to meet minimal safety in supervision. It follows that when programs are operating then support staff are a requirement to main reception areas and changerooms.

In the Arena Section, current standards for both supervision of the public and operations of a technical nature are in a mixed mode.

Clearly the Facility Supervisor shares his/her time in administration, public supervision, staff supervision and community relations. Most Arenas/Complexes operate at peak performance for ten (10) months of the year. The other two (2) months serve seasonal needs and still require staffing.

The absence of a supervisor is an important shortfall that is not adequately addressed by a labourer. The nature of the back-up position is labour intensive and not public oriented.

This is problematic at best. It can be overcome by the extended workplan of available staff but does not offer a long term solution.

Part-time staff are not the answer in an environment which might encroach on union-employee duties. A role for part-time support staff is not clear and on ice instructional programs are fully based on a user pay philosophy.

DEPLOYMENT OF STAFF PERSPECTIVE (cont'd)

This composite of close to 50,000 citizens will require addressing and thus supports the 20% differential for facilities.

The other factor is not dealing strictly with locations but with what services can be provided. The viability norm for a recreation centre is a pool, a gym and two meeting rooms. It may be rationalized with 10 facilities adjoining schools, that the facility accessibility can be higher. In reality school use and restriction on community use of classrooms mitigate strongly in the other direction. Community access is lower.

Real situations at Scott Park (a pool operation and a remote room), Central (room space), Dalewood (one room), and Huntington (changerooms/deficiencies) add to this dilemma.

Gymnasium access has been dealt with elsewhere and reflects access - useability shortfalls. Pools are traditional and do not "sparkle" in most cases.

Part 3(i)(d) has dealt with the outdoor pool situation in the main. The current supply needs to be addressed. If summers are warming up and reflect a longer time frame, then the trend should be to

- more smaller outdoor pools
- upgrading of existing decks
- swing to shallow water "play"
- adventure amenities
- family "picnic" settings

in keeping with the trends reflected in other communities.

The final supply issue is back to the population growth areas of older adults. Again Part 3(ii)(a) dealt with facilities for seniors:

- One municipality operated - owned by Housing Authority
- Two municipality funded - owned by the YWCA and two other receiving partial municipal funding

This will be a critical growth area and creative enhancement project. The poor accommodations at existing recreation centres do not support that direction without building additions. The supply standards for seniors is difficult to support under present levels.

PART 3(iv)(B) REVIEW OF CURRENT CENTRE PERSONNEL DEPLOYMENT

A review of our current centre personnel deployment and its relationship to the job-service standards of the Department was undertaken by a consultant, Bill Hutchison of the Hutchison Group.

The Terms of Reference included:

- A review of the current recreation centre personnel, deployment related to job-service standards of the department
- To meet with management staff, facility supervisors on a field work assignment
- To draft a workshop for staff related to facility upgrading, management effectiveness and role definition.

FINDINGS

The results indicated that the Department of Culture & Recreation has a group of dedicated staff who respect each other, are concerned with maintaining a high level of customer service, are open to changes and interested in personal growth and development within the organization. The Study also suggests that the organization could improve in the following areas:

1. Internal Communications
2. Supervision
3. Performance
4. Cost Effectiveness

The overall organizational norms indicates a healthy organization with all ratings found in the positive percentages.

Based on the analysis of these areas, a staff workshop "Key Result Planning" focused on a working, planning model designed to address the areas requiring improvements and also provide the framework to achieve Departmental objectives and to address issues critical to their implementation.

The Key Results model was the focus presentation and the results are detailed in Part 5 Directional Consideration.

The following is a Sample Questionnaire and the Results of the Findings as presented by the Consultant, along with an outline to the Key Results Model.

SUMMARY OF STAFF QUESTIONNAIRE - 7 people interviewed

1. Tell me a little about your background.

. long term employees - 10-15 years experience with department
. graduates of Mohawk College
. many started part-time
. worked up through system

2. What do you see as the major responsibilities in your present position?

. city-wide programming (portfolios)
. facility management
. facility programming
. instructional classes
. staff supervision

3. How is work evaluated in your organization?

a) your work
. performance appraisal once per year
. staff meetings
. customer satisfaction

b) the work of your staff
. performance once per year
. portfolio review
. staff meetings
. one-on-one meetings

4. What are the major issues you face in your job?

. communication - management to staff
. changes being made too fast with little input from staff
. accountability lacking
. no standards for supervision

5. What improvements need to be made?

a) in the organization
. improve communications
. improve/change job descriptions, performance review methods
. review staff deployment

b) in your job
. improve communications - management to staff
. provide more opportunities for staff training
. provide opportunities for redeployment
. computerise centres

ORGANIZATIONAL NORMS OPINIONNAIRE

Mark Alexander

Instructions: This opinionnaire is designed to help you determine the norms that are operating in your organization. The opinionnaire asks you to assess what the reaction of most persons in your organization **would be** if another person said a particular thing or behaved in a particular manner. For example, the first item reads:

> "If an employee in your organization were to criticize the organization and the people in it...most other employees would...."

To complete this statement, choose one of the following five alternatives:

A. Strongly agree with or encourage it
B. Agree with or encourage it
C. Consider it not important
D. Disagree with or discourage it
E. Strongly disagree with our discourage it

Choose the alternative that you think would be the most common response to the action or behaviour stated and place the letter corresponding to that alternative in the blank space following each item. Complete all forty-two statements in the same manner, being as honest as possible.

If an employee in your organization were to...	Most Other Employees Would:
1. criticize the organization and the people in it...	_____
2. try to improve things even though the operation is running smoothly...	_____
3. listen to others and try to get their opinions...	_____
4. think of going to a supervisor with a problem...	_____
5. look upon himself/herself as being responsible for reducing costs...	_____
6. take advantage of a fellow employee...	_____
7. keep a customer or client waiting in order to look after matters of personal convenience...	_____
8. suggest a new idea or approach for doing things...	_____
9. actively look for ways to expand his/her knowledge in order to be able to do a better job...	_____
10. talk freely and openly about the organization and its problems...	_____
11. show genuine concern for the problems that face the organization and make suggestions about solving them...	_____
12. suggest that employees should do only enough to get by...	_____
13. go out of his/her way to help other members of the work group...	_____
14. look upon the supervisor as a source of help and development...	_____
15. purposely misuse equipment or privileges...	_____
16. express concern for the well-being of other members of the organization...	_____

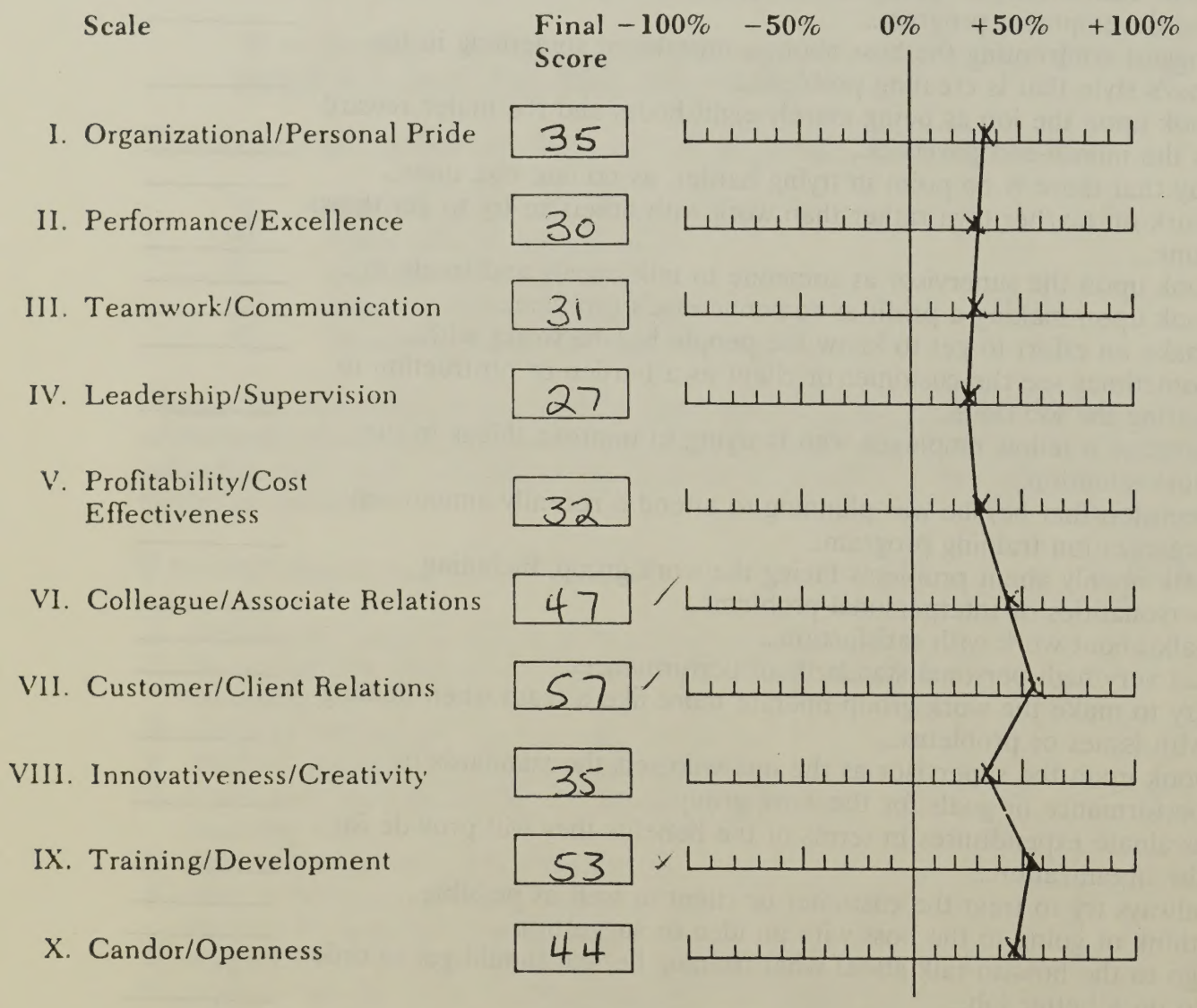
ORGANIZATIONAL NORMS OPINIONNAIRE (cont'd)

17. attempt to find new and better ways to serve the customer or client... _____
18. attempt to experiment in order to do things better in the work situation... _____
19. show enthusiasm for going to an organization-sponsored training and development program... _____
20. suggest confronting the boss about a mistake or something in the boss's style that is creating problems... _____
21. look upon the job as being merely eight hours and the major reward as the month-end paycheck... _____
22. say that there is no point in trying harder, as no one else does... _____
23. work on his/her own rather than work with others to try to get things done... _____
24. look upon the supervisor as someone to talk openly and freely to... _____
25. look upon making a profit as someone else's problem... _____
26. make an effort to get to know the people he/she works with... _____
27. sometimes see the customer or client as a burden or obstruction to getting the job done... _____
28. criticize a fellow employee who is trying to improve things in the work situation... _____
29. mention that he/she was planning to attend a recently announced organization training program... _____
30. talk openly about problems facing the work group, including personalities or interpersonal problems... _____
31. talk about work with satisfaction... _____
32. set very high personal standards of performance... _____
33. try to make the work group operate more like a team when dealing with issues or problems... _____
34. look upon the supervisor as the one who sets the standards of performance or goals for the work group... _____
35. evaluate expenditures in terms of the benefits they will provide for the organization... _____
36. always try to treat the customer or client as well as possible... _____
37. think of going to the boss with an idea or suggestion... _____
38. go to the boss to talk about what training he/she should get in order to do a better job... _____
39. be perfectly honest in answering this questionnaire... _____
40. work harder than what is considered the normal pace... _____
41. look after himself/herself before the other members of the work group... _____

University Associates

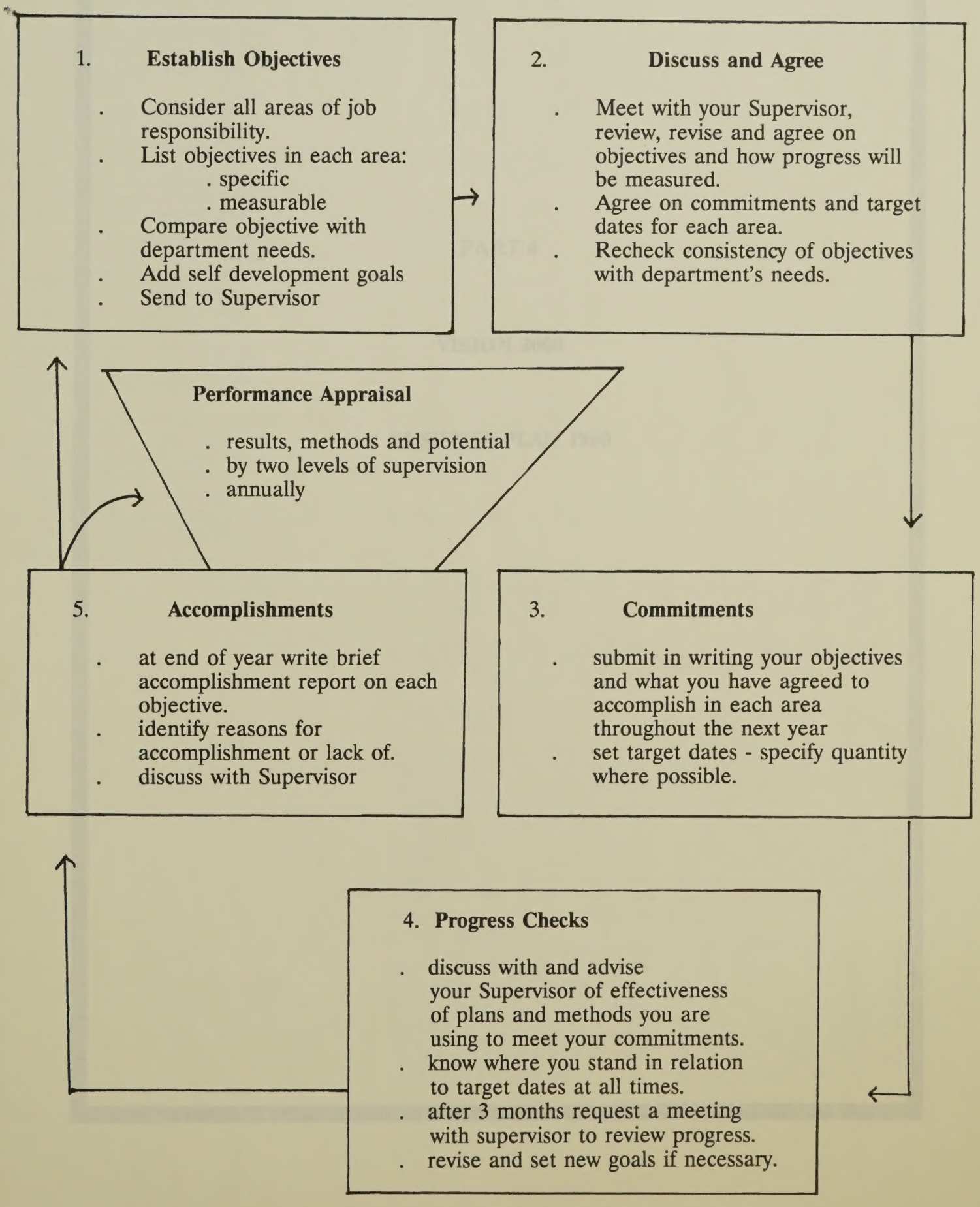
ORGANIZATIONAL NORMS OPINIONNAIRE PROFILE SHEET

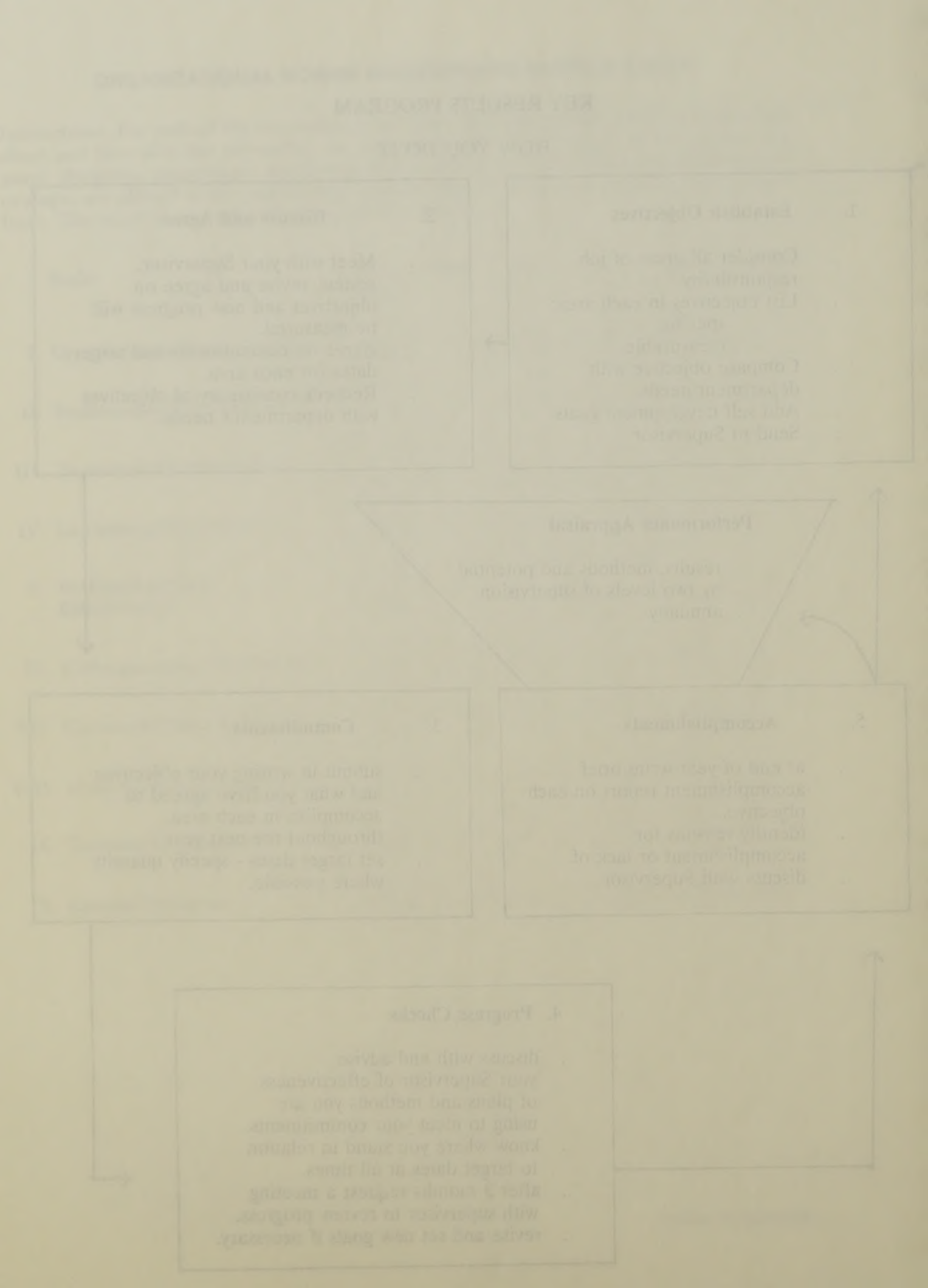
Instructions. For each of the ten scales, enter your final percentage score from the score sheet and then plot that percentage by placing an "X" on the graph at the appropriate point. (Negative percentages are plotted to the left of the center line and positive percentages are plotted to the right.) Next, connect the "X"s you have plotted with straight lines. The result is your Organizational Norms profile.



KEY RESULTS PROGRAM

HOW YOU DO IT





PART 4

VISION 2000

BUSINESS PLAN 1990

Make room in the pools

The department of culture and recreation in Hamilton is reviewing the adult daytime swimming hours. It is hoped that everyone wanting more swimming time will write or phone their alderman now.

The pools are overcrowded. Doctors are sending patients to the pool. The 'baby boomers' have re-discovered swimming.

Calgary, a city of comparable population and number of pools, averages 36 hours of swimming weekly in each pool between 5.30 a.m. and 6 p.m. Hamilton averages under seven hours weekly for each pool between 7.30 a.m. and 6 p.m.

Our fees are unrealistically low. Our lifeguards are underpaid, hence in short supply. Some cities, though not Calgary, put a surcharge on swims between 5 a.m. and 9 a.m. Calgary has over 200 hours weekly of early-bird swims, Hamilton has only four hours of such swims, and we are a city with many shift workers.

Increasing noon hour swims by starting even 15 minutes sooner and continuing 15 minutes longer would help eliminate the crowding.

This being an election year, it is a good time to let those on city council know that swimmers want more time in the pools.

Ruth Stuart,
Hamilton.

Sept '90

Parents face long swim-class lineups

By ROSS LONGBOTTOM
The Spectator

HUNDREDS OF Hamilton residents took part Saturday in what's becoming an annual ritual: Fall registration for swimming classes.

On the Mountain, where the population has ballooned in recent years to about 150,000 people, there are four public swimming pools available in the winter, and ensuring a child is registered means lining up early.

At Hill Park, Huntington, Sir Allan MacNab and Westmount recreation centres, many parents spent much of Friday night huddled under blankets, and stretched on lawn chairs awaiting the 7 a.m. assignment of numbers for a 9 a.m. registration.

Bob Sugden, the director of culture and recreation for the city, admits the city has been caught short of facilities. "We certainly are short of swimming pools on the Mountain."

His department will recommend to city politicians next week that as many as three pools are needed by the year 2000, but there are no guarantees they will be built.

One additional pool is already confirmed for Huntington Park, and that should alleviate some of the pressure. Construction begins in 1991. Two other pools will be recommended for south of Mohawk Road, where the need is greatest, said Mr. Sugden.

PART 4 BUSINESS PLAN 1990

The following information has been excerpted from the Department Business Plan.

It is the needs review pertaining to the timetable for the upgrading of existing facilities within the future capital budget projections.

BUSINESS PLAN - RECREATION: Facilities, Programs and Services

Facilities: The critical look at current recreation and cultural facilities which reveal needs for:

(SCHEDULE A)- Upgrading to building code/public standards
(SCHEDULE B)- Accessibility needs
(SCHEDULE C)- Modernization and visually inviting

The overview of the facility needs will require a further detailed schedule for each location and a cost package itemized over the next ten years.

This approach will introduce a provision for Capital Renewal (P.C.R.) and a provision for capital repair and maintenance (P.C.R.M.). In the long term it will reduce the costs of unplanned repairs that surface as big ticket items. Such a plan will provide a credible support package for other grants towards the costs.

Programs: An audit of the current programs must be universal throughout all Centres.

(1) Focus/priority programming
(2) Secondary/peripheral programmes

AQUATICS

(1) Public/Family times with common base scheduling
(2) Instructional swimming lessons
    2.1 Red Cross Learn To Swim
    2.2 Advanced Skill and Leadership Levels
(3) Skill Development
    - Competitive
    - Synchronized
    - Waterpolo
(4) Showcase and display events
(5) Rental and outside users

GYM

(1) Fitness specific
(2) Sports general
(3) Sports developmental and skilled
(4) Showcase and display events
(5) Rental and outside users

BUSINESS PLAN Programs: (cont'd)

ARENAS

(1) Public/Family times with common base scheduling
(2) Instructional skating programs
(3) Sports - hockey
- ringette
- figure skating
- speed skating
(4) Showcase and display events
(5) Rental and outside users

CLUBROOMS - CENTRES

(1) Recreational - Social
(2) Instructional skill development

Services: The foregoing sections of facilities and programs touch on the where and what of the recreational mandate. We must also determine "how" and "why".

Too often the "where" and "what" become the givens which determine the how and why. It cannot be a chicken and egg scenario. Although the "given" facilities and programs are a matter of record, traditionally these elements cannot determine what services are forever provided.

The process of providing viable services starts with **HOW/WHY ?**

Assuredly, this will focus on either a responsive interest group or staff **needs** for a community. A neighbourhood and municipality will surface by either a pro-active or a re-active process. The "what" we need question is dynamic. It leads directly to "why" or stems from why people are agitating for a service.

To address how a need is to be answered we must deal with the reasons for the delivery:

1. Why do we provide the services that we do?

The answer to this question may be:
-It is an identified long standing need.
-It is a necessity, responsibility.
-It is easy. WE have the facility and we have the human resources.
-WE want to!

BUSINESS PLAN Services: (cont'd)

2. How are we providing these services?
   - We employ someone to do it.
   - We recruit volunteers to do it.
   - We support the users of the service.
   - We abdicate.
   - We advocate.

Service Priorities - By respecting the program priorities and evaluating facility needs, the service priorities must be completed by a regular appraisal and public input process.

"Staffing" a facility and a program need not be the only option. As department staff and civic employees, we must examine other enabling techniques to facilitate services. Direct leadership might be mandatory for lifeguarding and public safety issues but cannot be the only answer for other "staff services".

Service Attitudes - As staff we must first understand our own attitudes:
- to the public
- to the elected officials
- to the Department's mandate and goals
- to other staff and supervisors

Improving interpersonal skills for effective and productive customer services are critical. We must be service oriented, committed to excellent service and understanding of situations and policies.

We can get very specific in such areas as dealing with difficult situations, going the extra mile, knowing how to avoid complaints, even knowing what words to use and words to avoid; however, the cost of providing poor service is as clear as our attitude, very costly.

We must encourage and act on feedback. Improving our listening skills, maintaining control of the situation and solving little problems before they become big ones, are skills that need attention.

The profile of the City, the Department and our programs are reflected in our service attitude. Developing a positive image for our facilities in the community depends on good people.

Good people require leadership skills. These include setting goals, team building, motivating, appraising, two-way communications, and gaining commitment. A service attitude is absolutely necessary for facilities and programs to flourish.

FACILITIES SCHEDULE:

(A) BUILDING CODES AND PUBLIC STANDARDS
(B) ACCESSIBILITY
(C) MODERNIZATION

The capital construction period for the Department of Culture and Recreation began in the 50's and extended into the 60's and 70's.

This indicates that the Corporation is faced with aging plants and although we are now embarking on mechanical replacements:

- Filtration Plants
  - Sir Winston Churchill, Scott Park, Dalewood
- Refrigeration Plants
  - Mountain Arena, Scott Park, Coronation

There remains a greater problem with overall assessment of our physical structures and building aesthetics.

CENTRES

Huntington Park Recreation Centre (Schedule 1991)
(A) Changerooms/washrooms/pool operations/mechanical
(B) All facility limited accessibility
(C) Operations area, meeting rooms

Central Memorial Recreation Centre
(A) Mechanical, heating, electrical faults
(B) Built on three levels, non-accessibility
(C) Major facility needs for modernization

Dalewood Recreation Centre
(A) Mechanical, and changeroom potential
(B) Limited accessibility
(C) One meeting area - drab surroundings

Westmount Recreation Centre
(A) Mechanical, changerooms
(B) Limited accessibility
(C) Aged facilities - flow patterns poorly designed

Following Years
Ryerson Recreation Centre
Sir Winston Churchill Recreation Centre
Bennetto Recreation Centre

FACILITIES SCHEDULE (cont'd)

ARENAS

Mountain Arena (Schedule 1990)

(A) Stairwells and flooring undertaken
Consultant's report indicates additional ice needs
(B) No access to upper floor - limited accessibility
(C) Facility upgrading necessary (CIRCA 1993)

Parkdale, Eastwood, Coronation, Inch Park
(Circa 1993, 1994, 1995, 1996)

(A) Built in 50's, roofs added in 70's
(B) Limited accessibility
(C) Facility upgrading necessary

Note: The four rink-arenas are without snack bar facilities, departmental mandate towards self operating.

Rosedale Arena

(A) Generally acceptable - review necessary
(B) Limited accessibility
(C) Facility upgrading necessary (Circa 1997)

Lawfield Arena

(A) Generally acceptable
(B) Accessibility - fair
(C) Facility freshening necessary (Circa 1998)

PART 5

DIRECTIONAL CONSIDERATIONS

PART 5 DIRECTIONAL CONSIDERATIONS

Successful anticipation and management of change is at the heart of the strategic planning. The Department of Culture and Recreation must carry out regular reviews of trends in the socio-recreational environment as part of a process of anticipating issues, establishing directions and developing relevant strategies.

PART 5(i) THE ENVIRONMENT

(a) **The Economy** - Hamilton has experienced six years of economic growth but will likely experience the Ontario trend of moderate but declining growth in the next few years. Unemployment is expected to fluctuate but maintain an average rate of near 5% until 1992. Fundamental changes in the economy will sparkle by globalization, growth of the service sector and small firms.

Although moderate economic growth and relative low unemployment are expected to continue, the continued pressure will be on governments to reduce Federal and Provincial deficits by increasing the municipal burden. This constraint is real, locally, in anticipating increasing capital and operating funding.

(b) **Demographics** - Hamilton will expect a population growth paralleling the rate of economic growth. Dramatic change will continue to occur within families. A working two parent unit soared 50% in 1989. A previous declining marriage rate has levelled off recently particularly due to a significant increase in second marriages. The divorce rate continued to climb. Consequently single parent families have tripled since 1956.

As indicated the age composition of our population will continue to change. The child population will again peak in absolute numbers around the year 2000.

Meanwhile population growth, age, ethnic composition and family structure will require new flexible responses from the service system. Children's special needs will need support from family breakups and poverty.

(c) **Cultural Diversity** - Hamilton enjoys a heterogeneity that reflects the diverse origins of our population. Approximately 25% of new citizens will be born outside of Canada.

Newcomers to the area may have higher rates of unemployment, lower education and lower interest in recreational challenge. Many will increasingly come from Third World Countries where neither English nor French are spoken. These factors will affect service delivery in addressing the Cultural and Linguistic barriers to improve their access to mainstream services.

(d) **Role of Municipal Government - Service Delivery**

Changes in public attitudes, the heightened awareness of rights and entitlements, have all resulted in significant change in public expectations about the range and types of recreation revisions required for quality family life.

Public expenditures, increases in community based services, a proliferation of agencies and a rethink of the objectives, structure and management systems, have resulted. Pressure will continue for further reform and rationalization of programs.

Structures and processes that heighten public accountability will be emphasized.

PART 5(ii) DIRECTIONS AND STRATEGIES

The Department faces complex challenges in responding to escalating needs and demands in the provision of facilities, programs and services which reflect efficient management and accountability of the delivery system. A commitment is being made to respond in ways that will reflect future as well as current needs. These principles include:

- a focus on Community is necessary when planning services and assigning responsibilities for delivery of services.
- A commitment of Flexibility that encourages the availability of a variety of options to help people meet individual service needs.
- A commitment to Accessibility that strives to make all services reasonably accessible to residents in all areas of the city.
- A recognition of the Diversity of the population.
- An appreciation of the importance of Affordability.

Co-operative Efforts for Facility Development

In the pursuance of meeting communities' current and future activity requirements, it may not always be possible or desirable, however, for the municipality to provide these facilities, there may be opportunities to establish partnerships with other agencies in their development and operation.

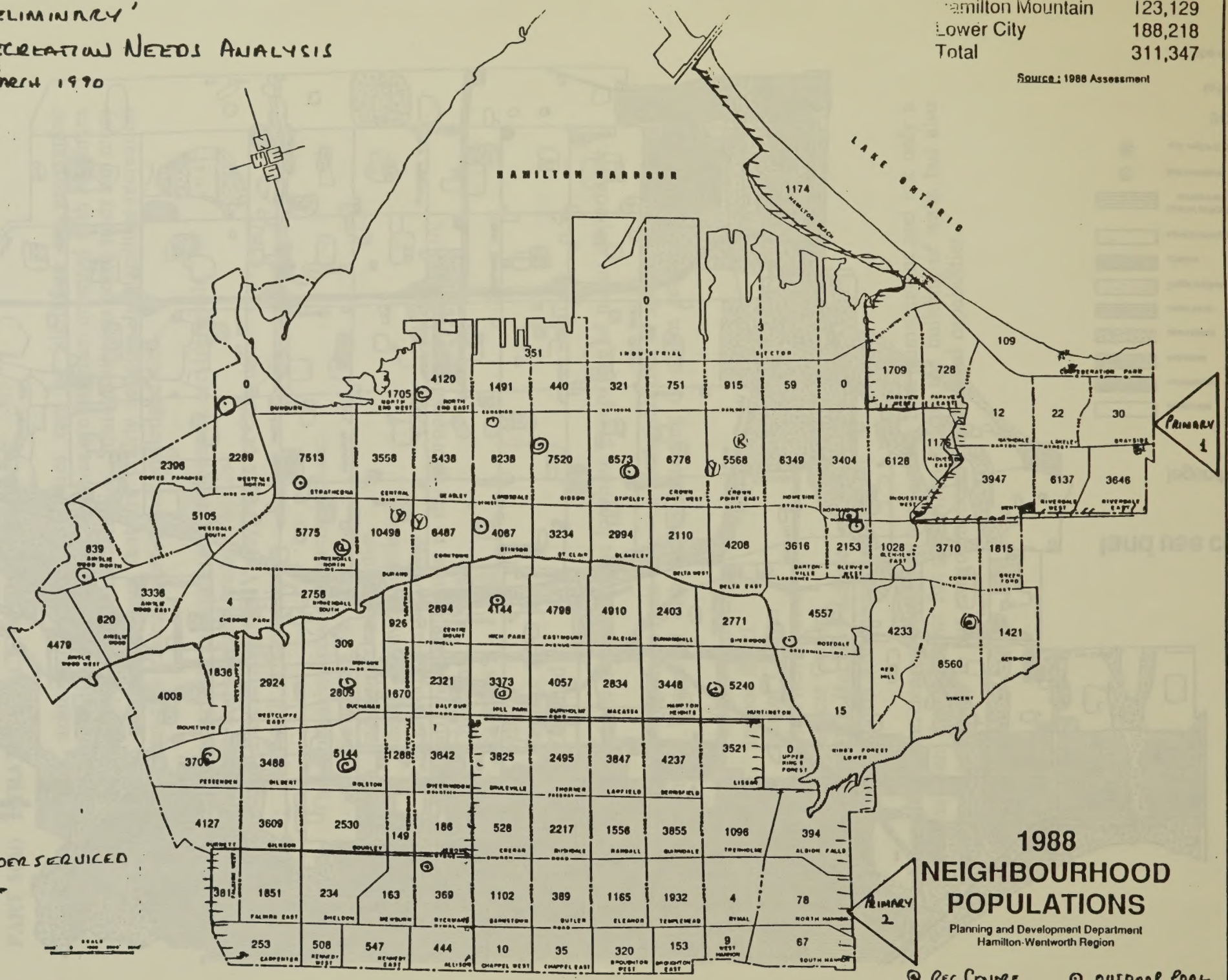
The direction and strategy should consider the potential to pursue a number of joint ventures with other leisure providers in view of the facility needs. User consideration and input of potentially involved agencies on their interest/willingness to participate in agreements of this nature should be for consideration and pursuance.

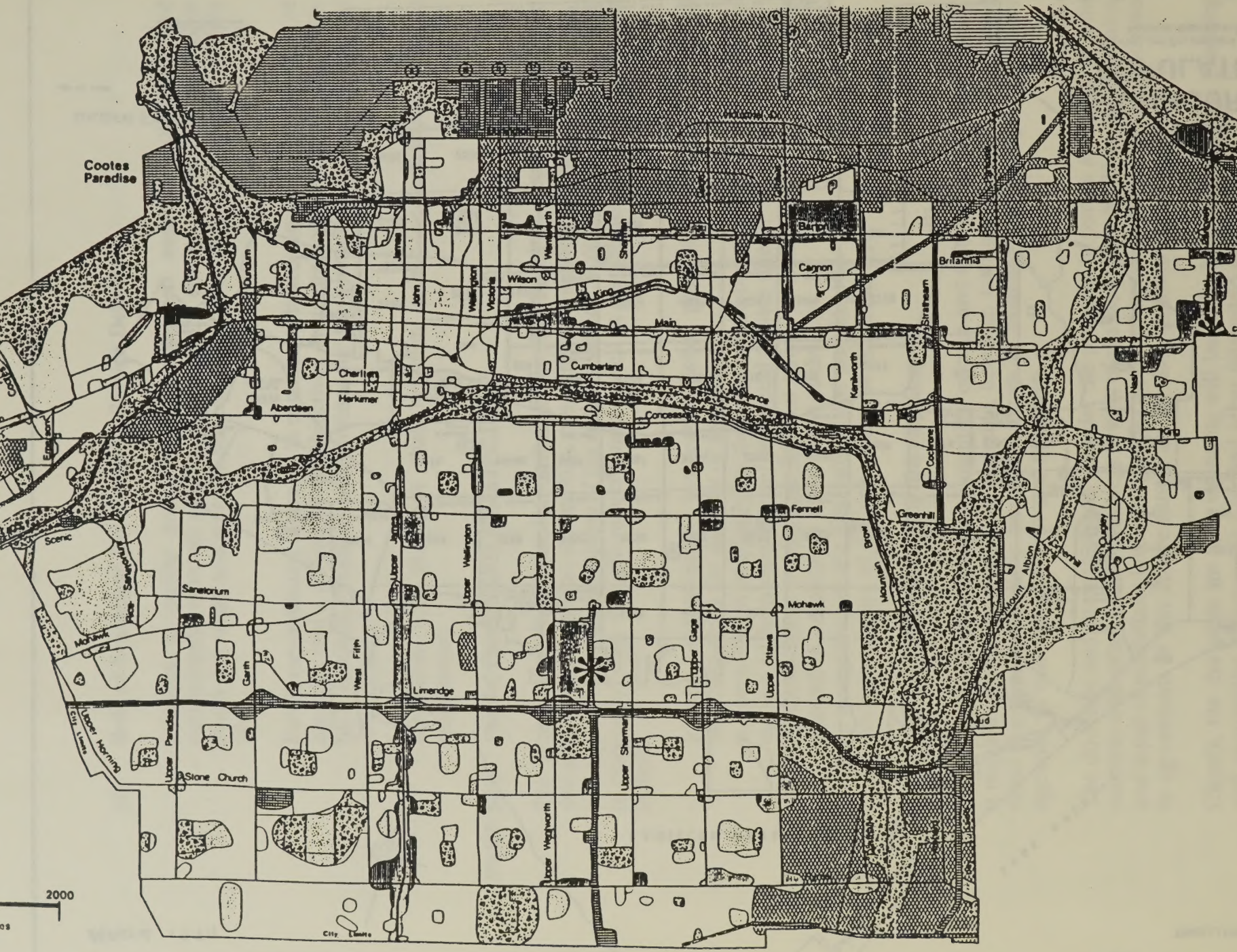
Clearly, the decisions for joint venturing will be the subject of additional planning and negotiating between the City and other interested parties.

PRELIMINARY
RECREATION NEEDS ANALYSIS
MARCH 1990

Hamilton Mountain	123,129
Lower City	188,218
Total	311,347

Source : 1988 Assessment





land use conce

legend

- residential
- commercial
- industrial
- open space
- open water
- major institutional
- utilities
- central policy area
- special policy area: windermere basin
- (15) pier numbers
- * sub regional centre

schedul

to the officia

the city of har

FEB

PART 5(iii) STRATEGIC ACKNOWLEDGEMENTS

The clearest acknowledgement of services can be identified by geographic distribution of facilities. The existing facilities are program oriented with resources to serve the traditional recreational activities. Strategically this needs study can more easily turn to geographic areas that are poorly serviced by facilities-recreation centres, and thus this strategy must be acknowledged to:

- Examine existing facilities-recreation centre service levels.
- Examine non-serviced areas:
  - East of Red Hill Valley/North of Queenston
  - South of Limeridge

- These needs acknowledgements include:
  - Swimming Facilities
  - Indoor Active Facilities
  - Indoor Passive Facilities
  - Outdoor Passive Areas

  and must give consideration to the appropriate service level to:
  - Children
  - Families
  - Adults
  - Seniors
  - Disabled

Compatibility of the service centres for these groups are of major importance.

Finally, acknowledgement must be given to the shortfall of special interest groups that might be integrated with facility planning or might require "stand-along" facilities.

- Aquatic Centres
- Indoor Bocci
- Senior Centres
- Slo-Pitch Centres
- Soccer Centres
- Ball Hockey Facilities
- Sports Administrative Complex

Strategically the clearest picture is over a long time commitment and not only a business plan that accounts for more than strictly the building of walls but also includes a sensitivity to our environment and directional capabilities.

CONCLUSIONS

The resultants within the directional considerations indicate our focus is clearly reinforced when we review the support report prepared by the consulting team of B & B, Ballantyne/Branch. Their task was to compare objectively current recreation and leisure services with those offered by progressive departments in Ontario and elsewhere. Our direction and recommendations are the status-quo within the context of facilities, programs and services for the future, but fall short with the availability of facilities by comparisons as identified.

Table 5.1 compares the existing per capita supply of municipally-owned recreation facilities in Hamilton to those in the cities of Oakville, Oshawa, Burlington and Brampton. Although these figures do not reflect factors such as local participation rates that influence the relative balance in facility provision, they do provide general indicators against which the adequacy/inadequacy of Hamilton's supply of facilities falls short of these comparatives. Therefore there appears to be a service shortfall within our existing facility delivery supply. This observation is supported by our findings within this report.

Table 5.1 Comparative Facility Supply Ratios

Facility	Hamilton	Oakville	Oshawa	Brampton	Burlington
Arenas	1:38,395	1:19,680	1:20,150	1:21,600	1:19,760
Indoor Pools	1:25,597	1:24,600	1:40,300	1:27,000	1:39,520
Outdoor Pools	1:38,395	1:19,680	1:30,230	1:18,000	1:23,710

1. Includes municipal facilities only
2. Comparative figures from Town of Oakville Culture and Recreation Master Plan (1990).
3. Hamilton figures from Cooper & Lybrand, Capital Charges Study (1989) Populations used: Burlington - 110, 546 (1988), Brampton - 216,000 (1989), Oshawa - 120,904 (1988), Oakville - 98,404 (1988), Hamilton - 307,160 (1988)

Table 5.2 shows the City's existing planning standard for recreation facilities:

APPENDIX I
SCHEDULE 1
TABLE 2

DEPARTMENT OF CULTURE AND RECREATION CALCULATION OF CURRENT SERVICE LEVELS		
Facility	Number Currently *Available*	(i) Current Service Level Persons/Facility
a)Skating Facilities (Rinks)	8	38,395
b)Senior Citizen Centres	3	102,387
c)Therapeutic Pools	2	153,580
d)Recreation Centres	12	25,597
e)Playground Facilities	n/a	$11,000/park
f)Outdoor Pools	8	38,395
g)Bicycle Paths	n/a	$1.07/person

NOTES:

(i)The current service standards were obtained by dividing the current number of facilities by the City population in 1988 of 307,160 persons.

FACILITY NEEDS ANALYSIS

- as presented in the Cooper & Lybrand Capital Charges Study, 1989:

a) SKATING ARENAS

After a survey of the existing skating facilities, it was established that, currently, there is one skating rink available for each 38,395 persons. Accordingly to provide new development with the equivalent service level, 1.11 additional skating rinks will need to be constructed. Therefore of two twin-pad arenas that are planned to be built in the next ten years, 55% of the costs of one, namely the South-East Mountain Arena can be attributed to residential growth. (The remaining portion of the arena construction is assumed to be for the service level improvement of the current population).

b) SENIOR CITIZEN CENTRES

There are currently three senior citizens centres servicing the city of Hamilton. These are: Main- Hess, Ottawa Street, and MacNab Street senior centres. This indicates that the current service level is 1 senior citizen centre for each 102,386 persons. Accordingly, the 42,620 persons living in new development will require 42% of the Mountain Senior Citizens Centre for their use. Thus 42% of the estimated costs of building this centre are assigned to residential growth.

c) THERAPEUTIC HOT POOLS

The department is planning to construct a new therapeutic hot pool in the west central area of the city. The current service standard for therapeutic pools in the city is one pool to 153,580 persons, which applied to the population that will be living in new development, indicates that 28% of the costs of the new pool can be attributed to residential growth.

d) RECREATION COMPLEXES

Presently there is one recreation complex for each 25,597 citizens of Hamilton. (A standard Recreation Centre provides one 25 metre leisure pool, a gymnasium, craft rooms, and a community room). When this service standard is applied to the 42,620 new persons that will need to be serviced, it is found that they will require the space equivalent to 1.67 recreation complexes. Accordingly 100% of the costs that will be incurred to build the Riverdale Recreation complex and 67% of the costs that will be incurred to build the complex on the south-central mountain, are assigned to growth.

e) OUTDOOR POOLS

The Walker outdoor pool will be undergoing major restructuring in order to increase its capacity. This will accommodate the growth that is taking place on the south-central mountain. Therefore the entire costs of the project, of $641,700, are assigned to growth.

BALLANTYNE/
BRANCH

Counsel to Recreation
and Leisure Services

September 14, 1990

Ms. Coralee Secore
Department of Culture and Recreation
City Hall
71 Main Street
HAMILTON, Ontario
L8N 3T4

Dear Corky:

Enclosed is an interim report of the responses we received from the June 30th letter and questions. I hope the material is what you wanted. I have not followed up with the ones that have not replied, but will if you feel there is not enough material here to give you the guidance you are looking for.

This material should cover the first three items in the Terms of Reference. I am not clear what you are looking for in the community workers workshop and survey as outlined in the fourth item. We should get together to discuss it further, and I can also show you the "whole pile" of resource material I received. Please give me a call to set a date and place to meet.

Looking forward to hearing from you soon.

Sincerely,

Robert K. Ballantyne

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HAMILTON CULTURE AND RECREATION AREAS OF EXAMINATION

Within the area of FACILITIES they are examining Swimming Pools, Gymnasiums, Fitness Facilities and Cultural Centres.

- What criteria, policies and/or standards do you use to determine where, when and how many facilities such as those listed above should be built?
- Do you still build outdoor pools?
- Are gyms being included in new recreation centres over and above those used in schools through your agreement/s with school board/s?
- Do you include fitness facilities (such as weight and equipment rooms) within your centres and operate them as part of your recreation service, or is spaced leased to a private operator who equips it and provides the service, or is fitness left entirely to the private entrepreneur to operate in a private building?
- Do you have a visual and/or performing arts centre? If so is it part of a multi-purpose complex or in a separate building designated for those purposes, and what facilities are included in it?
- If you have such a centre, is it operated by your staff as part of your department's regular service, or does a community organization run it? If the latter, are the public allowed to participate in all programs or is its use exclusive to members of the organization only?

* If possible, please send any printed policies, standards or other material that you feel would be helpful.

With reference to STAFFING, the following questions were raised regarding full time staff:

- What criteria is used to determine the staff compliment allocated to a centre? Does each centre have its own manager, or does one person manage more than one centre?
- Are your program services offered independently from community centres, are they determined from the central office, or is there a combination of approaches to your program delivery?
- Do your staff plan, organize and directly conduct the programs, or do they work within the community so that it has greater involvement in developing and operating its own services?
- Do you involve your staff in "in house" training sessions on a regular basis, only on special occasions, and/or support their involvement in regional, provincial, national, international and/or other training events?

* A staff organization chart, and other material related to your staff deployment and development would be helpful.

The other area of interest is the old "bug-a-boo" .. USER FEES and charges for things like rentals, admissions, registrations, memberships, etc.

- Do all people who use any of your services pay fees? If not, who pays and who is exempt?
- Do you use a range of fees depending on age, type of activity, time/season of use, ability to pay, or other criteria?
- Do you have non-resident fees?

* A copy of your fee policy and schedule would be helpful.

~~~~~~

Thank you very much for assisting us with Hamilton's examination of their Culture and Recreation services. As mentioned in the letter, we would appreciate the information by the end of July. Please send your reply to:

BALLANTYNE/BRANCH
165 North Shore Boulevard West
BURLINGTON, Ontario
L7T 1A2
~~~~~~

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Hamilton Department of Culture and Recreation
RECREATIONAL PROGRAMMING ANALYSIS

Interim Report: Bob Ballantyne - September 13, 1990

Responses to the questions (see attachment I) distributed to nine municipal parks and recreation service departments were received from Calgary, Etobicoke, Kitchener, North York and Windsor. At this point returns have not been received from London, Mississauga, Ottawa or Vancouver.

Although the questions had not reached the Calgary Department by the time I was there in July, I did meet with Pam Munier of that Department. The responses in this report regarding Calgary are gleaned from the discussion with Pam, and a study of their Policies and Priorities Manual. Otherwise the report includes an edited summary of the responses to each question as submitted by the respondents as well as a list of the additional resource material they provided. The original responses to the questionnaires as well as the additional resource material are available at any time for further study.

Additional Resource Material

CALGARY
- A copy of "Policies and Priorities Plan 1988-1992, Volume One.

ETOBICOKE
- Organizational Charts for the Parks and Recreation Department.
- Notes of a speech by Tom Riley on User Fees.
- A copy of their User Charges Schedules.
- Brochures on the Olympium, Health Clubs, summer and Winter Programs.

KITCHENER
- A copy of their 1990 Fees and Charges.

NORTH YORK
- A copy of "Rental Rates for Department Operated Facilities" - July 1989.
- A copy of "Living in North York" - 1989-90.
- A copy of their 1989 Annual Report.
- Brochures on 1990 Spring and Summer programs.

WINDSOR
- A copy of their "Schedule of Fees" for 1990.
- A Policy Statement for Forgiven Revenue.
- A brochure on 1990 Summer programs.

The delivery of park and recreation services varies according to the unique personalities of each municipality. They are all facing financial restraints in light of an increasing demand for services from their respective communities. Each is coping in its own unique way: Calgary for instance has produced a Policies and Priorities Manual; and North York is presently undergoing an extensive formal management review.

This report refers mainly to how they address their facility development, staff approach to program delivery, and user fees. In summary:

Facility Development by most departments is according to their master plans, feasibility studies, and needs as expressed by the communities.

Program Delivery is mostly a combination of the community development approach and direct programming, but they seem to be working toward greater community involvement in the program planning and delivery process.

User Fees seem to be a sensitive issue with most municipalities, and are in a constant state of study and development. They also vary widely according to each municipality; some informal activities have no fees, some must pay a specified percentage of the cost, some must pay all of the costs, whereas others must make a profit in order to subsidize others.

The pages that follow contain the edited summary of the responses to the questions.

HAMILTON PROJECT

FACILITIES:

Qstn 1: - *WHAT CRITERIA, POLICIES, STANDARDS ARE EMPLOYED TO DETERMINE WHERE, WHEN & HOW MANY FACILTIES ARE PROVIDED ?*

CALGARY	According to the Policies and Priorities Manual: 1988-1992. Table 2 - Parks/Recreation Facility Standards outlines various criteria for the provision of facilities. Some criteria are as follows: Indoor Pools- 1 per 26,000 population, 2Km radius Outdoor Pools- 1 per 70,000 population, 3.5Km " Health/Fitness Centres- integrated within a pool multi-purpose recreation complex, and will not be intended as direct competition to other nearby facilities. Their provision is based on individual feasibility studies, and should recover 100% of operational cost. Cultural Centres- Performance Theatres, need information provided by private & institution sector (present ratio 1:20,000); Visual Art Centres, 1:650,000; Art Centres, 1:75,000, leased to interest groups at 50% cost recovery.
ETOBICOKE	No standards in place at this time. Generally follow MTR guidelines as published several years ago. Master Plan is presently being prepared.
KITCHENER	Feasibility studies are conducted by private consultants to determine number and location of facilities.
NORTH YORK	According to recommendations within the Master Plan, expressed needs from the community, and through feasibility studies.
WINDSOR	No specific standards are utilized. Facility development depends on recommendations in the Master Plan which reflects public input.

Qstn 2: -*DO YOU BUILD OUTDOOR POOLS ?*

CALGARY	Yes. Ratio is 1:70,000 population and/or 3.5 Km radius.
ETOBICOKE	No. Are rebuilding one in 1990 and one in 1991. Presently building indoor pool as joint venture with Humber College.
KITCHENER	No.
NORTH YORK	Yes. 25 metre leisure pools.
WINDSOR	No.

Qstn 3: -*ARE GYMNASIA INCLUDED IN NEW RECREATION CENTRES ?*

CALGARY	There is no specific mention of gymnasia in the Policies and Priorities report.
ETOBICOKE	Yes. In most cases they are designed to function as multipurpose rooms. Majority of gyms are in schools.
KITCHENER	Each facility contains a room 2,000 to 2,500 sq ft which are 1/2 size of full gym, but equal to gyms in junior schools.
NORTH YORK	Yes, in major community centres.
WINDSOR	Generally, small gymnasia are included in all new recreation centres.

Qstn 4: -*DO YOU INCLUDE FITNESS FACILITIES WITHIN CENTRES, AND HOW ARE THEY OPERATED ?*

CALGARY	Yes. They are integrated within a pool multi-purpose recreation complex, and based on individual fesibility studies. They are expected to recover 100% of their operating costs.
ETOBICOKE	Yes. One Fitness Centre in the Etobicoke Olympium and three Health Clubs located at three swimming pools. All operated by Parks and Recreation Dept.
KITCHENER	No. Fitness is left to the private entrepreneur to operate in a private building.
NORTH YORK	No. Only have one location and no more planned. We are leaving it to private enterprise.
WINDSOR	Yes. A weight room was included in the last community centre constructed. It is operated by the Parks and Recreation Dept.

Qstn 5: - *DO YOU HAVE A VISUAL AND/OR PERFORMING ARTS CENTRE ?*

CALGARY	Performing Arts Centre- provided by private groups, societies or institutions. Parks and Recreation Dept will work towards facilitating where there is an identified need. Visual Art Centre- 1:650,000 population ratio. Will build one as a focal point for the cultural community of Calgary if eligibility is demonstrated. Art Centres- 1:75,000 population ratio; 3.5 Km radius. Establish on a regional basis, for arts and crafts, dance, ceramics, painting, theatre and nature study. Future facilities should be integrated with multi-purpose recreation facilities or community centres. 50% of costs should be recovered by user groups.
ETOBICOKE	Art Centres- Have one in a former private house. Two more are in capital forecasts for 1991 and 1992. Performing Arts Centre- Feasibility study underway to include one as part of new Civic Centre ... may be ten years away.
KITCHENER	No.

NORTH YORK — Presently being designed. Parks and Recreation has an Arts Unit of two staff people who's main mandate is to promote awareness of the arts. They support the North York Arts Council by providing space for office, studio, gallery, and for construction and storage of costumes and sets.

WINDSOR — MacKenzie Hall Cultural Community Centre is utilized for visual and performing arts as well as for arts programming, banquets and tenant rentals.

Qstn 5a: - *IF YOU HAVE ARTS CENTRES, HOW ARE THEY OPERATED ?*

CALGARY — Most facilities are operated on a partnership basis with organizations. The volunteer phenomena is unique in Calgary, and many parks and recreation services are provided in partnership with volunteer interest groups.

ETOBICOKE — Present one is leased to a local art group who have exclusive use of it.

KITCHENER — N/A

NORTH YORK — N/A other than staff liaison and assistance when requested as well as promotion in brochures.

WINDSOR — Mackenzie Hall Cultural Community Centre is operated by the Parks and Recreation Dept. The public is allowed to participate, and no exclusivity exists.

S T A F F I N G:

Qstn S1: - *WHAT CRITERIA DETERMINES STAFFING OF CENTRES ?*

CALGARY	As need is apparent. Partnership arrangements with volunteers and community groups are very strong throughout this Dept.
ETOBICOKE	Staffing based on size and scope of facility. Basic full-time staff is Manager, Ass't Manager, Secretary and Caretakers. Other is part-time brought as needed. Managers report to one of two Directors in Recreation Section.
KITCHENER	Each community centre (approximately 6,000 sq ft) has a full-time Manager plus Secretarial and Custodial staff.
NORTH YORK	The size of the facility determines the staff compliment. A "No. One Person in Charge" (no title mentioned other than Area Supervisors) of each facility, and each one has Caretaker, Secretarial and Program staff. All permits are handled at the central office.
WINDSOR	One Manager per recreation facility, but two aquatic facilities also have recreation assistants. Each Centre Manager also operates a smaller Neighbourhood Centre. If no summer ice is kept in arenas the respective Arena Managers operate the Park Concessions.

Qstn S2: - *HOW ARE PROGRAM SERVICES OFFERED ?*

CALGARY	Over 1,000 recreation programs are co-sponsored each year (City and community partnerships). Staff operate 1,500 direct City-run programs where voluntary sector is unable to assume responsibility. Grants and leases are also administered to various groups and organizations.
ETOBICOKE	The majority of programs are offered directly through the centres or community schools. The exceptions are Seniors', Day Camps, Sports, Adapted Programs and Outdoor pools which are administered from the Central Office.

KITCHENER	Program services are conducted from community centres, and are determined independently by the centres.
NORTH YORK	Combination of the central office and community advisory committees.
WINDSOR	Community centres operate on a decentralized basis and provide services according to the needs of their respective communities.

Qstn S3: - *ARE PROGRAMS PLANNED BY STAFF OR DEVELOPED BY THE COMMUNITY ?*

CALGARY	Although the Dept provides direct programming by staff, it's main emphasis is through the facilitation of the community development process.
ETOBICOKE	All community centres, community schools, seniors' centres and multi-purpose centres have either an advisory board or board of directors who plan programs and advise on centre operations.
KITCHENER	Staff work with community associations to gain greater community involvement in developing programs.
NORTH YORK	A combination of both staff planning and community involvement.
WINDSOR	In most cases, the department staff plan, organize and directly conduct programs.

Qstn S4: - *HOW IS YOUR STAFF INVOLVED IN TRAINING ?*

CALGARY	In house, and by attending training sessions sponsored by provincial, national and international organizations.
ETOBICOKE	Staff Training includes in-house, large staff residential training retreats, one-day seminars and Personnel Dept courses. Selected staff are also sent to conferences sponsored by such organizations as NRPA, CPRA, OAA, AAPO, ORS, IFPRA and the Shade Tree Institute. Etobicoke also pays 75% of the cost of University and College courses as well as giving them time off to attend training events.
KITCHENER	^R Regular in-house staff training sessions are held, and some with neighbourhood associations. Support is also given to staff to attend regional and provincial training events such as RAWCO, SDMRO, ORS, OPA and OAA.
NORTH YORK	Staff are involved regularly in in-house, special and all training sessions sponsored by regional, provincial, national and international organizations.
WINDSOR	In-house training is held as need arises. Staff can also gain approval for 3 days training per year at training functions sponsored by regional, provincial and/or national organizations.

U S E R F E E S:

Qstn UF1: - *DO ALL PEOPLE PAY FEES ?*

CALGARY	The economically disadvantaged will be subsidized as necessary to ensure accessibility. In general, however, adults are expected to cover 100% of operating costs, whereas children, youth, seniors and disabled are expected to contribute a minimum of 50% of basic operating costs. Facility operation recovery rates range from 17% to 108% with a higher rate of return planned for 1992.
ETOBICOKE	There is no charge for casual use of facilities such as public swimming and skating sessions, tennis and pick-up sports - mostly in the outdoor facilities. Ther are fee charged for learning skills, using specialized facilities or reserving a facility for exclusive use. When fees are charges all user pay except in cases when people can not afford them, then they are negotiated on a scale from 0% to 90% of the full fee.
KITCHENER	Subsidization is provided for people who can not afford the fees. Charges are reduced according to need and ability to pay.
NORTH YORK	No. Fees and charges are presently under review in the current management study. Facility rates are outlined in "Rental Rates for Department Operated Facilities - July 1989".
WINDSOR	Yes. For the most part all users pay fees.

Qstn UF2: - *WHAT CRITERIA IS USED TO ESTABLISH FEES ?*

CALGARY	Adult rates vary each year. Youth (13-17) = 2/3 adult rate Children (6-12) and seniors (65+) = 1/2 adult rate Preschooler = 1/4 adult rate Family = 1 adult + 3/4 adult + 1 child Rates and fees are established annually by City council with market value in mind, and attempt to avoid undercutting volunteer agencies.
ETOBICOKE	Fees vary according to many criteria such as age, type of activity, calibre of activity and facility, time of day, season of year, ability of user to pay, etc.
KITCHENER	Fees vary according to a wide range of criteria. These are spelled out in a document "1990 Fees and Charges".
NORTH YORK	Under review through current Management Study.
WINDSOR	People on Mother's Allowance and Family Benefits can get one free program per session per family member.

Qstn UF3: - *DO YOU CHARGE A SPECIAL NON-RESIDENT FEE ?*

CALGARY	No.
ETOBICOKE	Yes. A higher fee is charged in some programs and a waiting list is established until Etobicoke residents have a chance to register.
KITCHENER	Yes, for aquatic programs and some minor sports. Otherwise, an agareement exists with the City of Waterloo to pay a flat rate which eliminates non-resident fees for taxpayers in Waterloo.
NORTH YORK	All fees and charges are presently under review as part of the current management study. Preference for facility use is given to residents of North York.
WINDSOR	Yes.

PART 6

DEPLOYMENT OF SERVICES

PART 6 DEPLOYMENT OF SERVICES

OVERVIEW

This Section of the Needs Study builds on the important background covered under PART 3:

- Existing Facilities and Delivery System
- Population Dispersement and Projections
- Supply Standards
- Deployment of Staff

PART 6 recognizes the identified under serviced areas, both geographically and program based. This section deals with these analytically, and presents the alternatives or optional directions for the final reporting process.

PART 6(i) DEPLOYMENT OF SERVICES

Although both Section 2 and 3 initiate the mainstay of this section, it is worthy of re-examining the critical elements for full value of the Study:

- **Goal two of the Study**
  "To accurately assess current facilities, programs and services".
- **Mission Statement of the Department**
  "The Department.....will contribute to the quality of life in Hamilton by providing enhanced.....recreational opportunities for our citizens".

(A) FACILITIES

The direct mandate of the Department relates to staff and program responsibilities at twelve (12) Recreation Centres and eight (8) Arenas.

The indirect mandate includes facilitating the programs at the East Kiwanis' Boys and Girls Club, the Victoria Park Community Centre, the Normanhurst Community Centre, the Barton Community Centre, three Senior Centres and the full scope of the community use of School Principles.

Seasonal programming extends staff responsibilities to outdoor pools, day camps, playgrounds and youth centres.

The Standards of Service delivery vary from facility to facility. This is mainly attributed to the facility depth, but can be influenced by the quality of leadership.

Geographically, it is apparent that the eastern sector of the lower city, and southern sector on the mountain have been under-serviced and lack a plan for being considered.

City-wide, the conditions and services of facilities are in a state of decline. Similarly a maintenance and facility enhancement plan has not been articulated.

(B) PROGRAMMES

Department of Culture and Recreation Programs provide a variety of opportunities to meet the needs of the average citizen. However, programs are being called upon to meet an ever broadening range of needs. The current circulation and families are more aware of the instructional and interest opportunities across the city. Youth are being directed by a more concerned and discerning adult-parent. Adults are generally looking for quality leisure time, and seniors are looking for active challenging social/wellness activities.

The current Department offerings have not changed to any degree over the past twenty years.

- **AQUATICS** have been the mainstay of the recreation centres. Some diversification is noticeable through the efforts of pool staff to meet the lesson demand. The swimming services are limited by facilities and equipment. The look ahead for our city pools will require new parameters.

- **GYM PROGRAMS** are deployed in the same method as tradition dictates. Facilitation is necessary if program staff are to grow and become organizers rather than operators.

- **SOCIAL/CLUB ACTIVITIES** are traditional with a mix of volunteer/paid instructors and city staff. More activities based on the interest of the community are to be explored. The impact of a growing senior population will be felt here and interest seems to revolve around less structured activities.

- **SKATING** has been severely limited by adequate arenas which impact the available time on ice instruction and leisure based programs. The base of sports....(hockey in the majority) has required the prime schedule be for youth. Adult/family activities are under-serviced.

- **INTEGRATION OF PERSONS WITH DISABILITIES** has been re-emphasized of late and accessibility is growing. The staff priority has not been matched with physical amenities. This is most apparent at the older facilities.

- **DAYCAMP** is worthy of special program mention. This has been a growth base for the Department with 5 base programs serving hundreds of children enjoying summer holidays. The inadequate sites for these operations have created second rate base locations compared to the first class programming.

The 1985 Culture and Recreation Master Plan indicated that future efforts should "focus on improving and developing":

- Arts Programs - Outreach from the Arts Community.
- Drop-In Programs for all ages - leisure base.
- Special Interest Programs - Meet the specialized opportunities.
- Social hour opportunities - Community Spirit building.
- Quality Special Events - on local/City Wide levels.
- Emphasis towards the adult, elderly and disabled populations.
- Increased Arena programs - requiring new facilities.
- Strengthening of support for existing community organizations.
- Improved opportunities for the elderly.
- Programming planned and co-ordinated with other Agencies.
- Consultation with ethnic groups to determine unique requirements, more active role on multi-cultural activities.
- Volunteer Development co-ordination.
- Leisure counselling services - Information Centres.

Generally, these projections have yet to be realized. If they are relevant in 1990, they will require re-evaluation.

The recent Department re-organization has been based on the re-focus which considers most of these elements of programming. The important Facility Co-ordinator's positions, working for the Manager of Recreation Services, will determine the success ratio of these changes at the centres and arenas.

Over the past year. the following program areas have been given preliminary attention but the thrust has not resolved the issues:

- Synchronized swimming - City role development.
- Skating Centre - focus to figure skating and instruction
- Canusa Games - associated services
- Playground and daycamp development
- Tennis program deployment to special service providers

A program analysis is still a necessity, to best determine:

(1) Essential Programs - municipal driven
(2) Associated Programs - co-ordinated/facilitated
(3) Aligned Programs - agency driven-liaison role

The plan for a shift should be in place for the 1991/1992 program year. It will require a three year deployment pattern and will impact the deployment of staff if it is to be effective.

(C) SERVICES

The Services of the Department of Culture and Recreation reflect most strongly on the facilities and programs. Services extend beyond these elements:

- services may be developed at Centres/Arenas or other physical units, but are not limited to the traditional sense of recreation.
- services may be deployed in the form of a program but must not be limited to Department programs. Services are determined from the Mission, Mandate and Goal statements Facilities and Programs must follow in general. The process has been to fit programs into existing facilities and offer services as a match. This is most apparent in the following areas:
    - pools ..... traditional, lack innovation
    - clubrooms ..... four walls and lack service scope
    - gyms ..... court based sports

The service provider approach reaches into the design requirements for needs of clients, specialized amenities, current wellness principles and mobility/accessibility.

The Department services must consider:

1. Mission Statements
2. Scope of Programming
3. Geographic parity
4. Awareness/Communication base
5. Needs to fulfill quality living
6. Strategy to delivery full services
7. Evaluation process

The needs assessment for recreational services is an ongoing process which must continue to encounter:

- citizen input
- program evaluations
- annual Key Result reviews
- staff conferencing
- public reaction
- input from community leaders
- request for programs

The current service level of the Department is undergoing changes but relevant to this Needs Study, a concentrated effort must be made towards:

a) scope of programming
b) geographic parity

The five other elements will flow from the new Mission Statement and Goals which are dependent upon scope and geography.

(D) SCOPE OF PROGRAMMING

The mandate of a municipal recreation authority has an understood community thrust which grew from enhancing urban living for citizens of varied persuasions and situations. In today's terminology, it can be best expressed by "wellness". This refers to both physical and mental health. A healthy community includes green space, leisure opportunities and challenge beyond the basis of housing, streets and sanitation, which reflects the municipality.

The role of the recreation authority is most encountered under the following:

1) Services for sports and physical well being.
2) Services for Community activities and social learning.
3) Services for Cultural enhancement.

Based upon these three determinants, a scope of recreational programming can be applied as it applies to present day.

1) Services for Sports & Physical Well Being

Recreation operations attribute roots in providing outlets for community energies. Organizing sport opportunities in the outdoors or in the gyms can reduce deviant behaviour and health care. Today's fitness is much different than the sixties. Sports still prevail but the well being is both preventative and remedial.

The expectations of recreational providers include:

- accessible swimming pools with diverse amenities
- accessible gym centres with provision for participants and spectators
- accessible arena facilities linked to other services
- activity facilities for range of aerobics-movements and dance

2) Services for Community Activities and Social Learning

A healthy community provides places for people to interact at a grass roots level. Again the roots of the "Town Meeting" is a necessary part of community identity. People mobilize most intently in support of a place that relates to them and their neighbours. This social component must cross inter-denomination lines to serve the national mosaic on a local scale. The prevailing focus leans to.....

- a community hall/auditorium
- social centre and social learning facility*
- small group facilities

*In some cases the educational institutions may assist in this area, but this direction is not the educational and schooling needs of individuals.

3) Services For Cultural Enhancement

This service area has been given greater definition in the past decade and has been a change criteria from traditional expectations. Although it is not new, it has developed aggressively from the community activities as a cultural mosaic and artistic awareness to become a way of life.

Although the shorter work week projects have been a bust, the longer life cycle is a reality. The elderly and cultural awareness are elements of this generation which show expectations for:

- community cultural facilities
- community art appreciation
- community workshops.

The nineties must address multi-cultural needs.

(E) GEOGRAPHIC PARITY

The scope of programs must be developed in microcosm, with input from the clients most closely associated with both needs and delivery. Although we are "a generation in transit" when it comes to home services, the basics are expected "close to home". Whether we dissect a city into little towns, communities, wards or neighbourhoods, the element of basic services are expected as a parity with those "across town". In this regard, one Copps, one City Centre or one Convention Centre. Similarly, travel to a Lion Safari, a conservation authority, an Ontario Place or provincial attractions is a given.

The swim class, skating participation sports, community centres and cultural interaction are givens for local expectations. This continues to be the basic understanding which supports the previously identified under-serviced areas of the City.

Geographic parity is necessary for the area of Hamilton located east of the Red Hill Expressway and south of the East/West transportation corridor.

1. East Hamilton - this section of the City has been well developed since 1985. The services of schools and streets are established. The recreational centre of this area is bounded by Centennial Parkway and Lake Avenue.

2. South Hamilton - Although this big sector of Hamilton is now an under-serviced development, the population is growing quickly and the planning for recreational services is lacking. A geographic parity will focus on either two or three hubs.

- Geographic Determinations

The geographic attention to provide a parity in scope of programming must also focus on locations. The lesson of the eighties has yet to be applied to locating "Recreation Centres".

Parks are applied under the Neighbourhood and Community Plan. Although general acceptance of "Recreational Open Space" once gave options for facility development, the string of current cases mitigate against assumptions. The critical challenge in providing recreational parity now entails a consensus on locating after the fact.

(F) STANDARDS

A central objective is to provide standards that establish the desired level of facility provision based on population projections and demographic shortfalls, so that the long-term facility needs can be definitely projected.

It is viewed that Standards are not particularly useful in determining facility requirements and that at best, they represent gross measures of facility needs.

Although Standards can provide some indication of future facility requirements in relation to projected population and demographic shortfalls, actual facility needs will depend on a range of variables:

- . current supply
- . use and quality of facilities
- . activity trends
- . market composition and competition
- . user groups
- . user demands

Clearly, variables such as these will change over time and across different types of facilities and so must be assessed on a case-by-case basis.

The actual use of facilities is particularly important in establishing appropriate standards for planning purposes. Ideally, the Standards should represent an intended level of supply based on the optimum use of facilities and at this "rate" of provision, supply and demand balance.

Optimum level of use dependent on:

a) the extent of available time - not used or unmet demand for use.
b) supply level that reflects actual use/demand patterns.

The introduction of a facility monitoring program is recommended to establish actual levels of use and serve as the basis with respect to facility standards.

Decisions on a facility's final recommendations should not be based on population size and demographic shortfalls alone. These standards should only be used as preliminary indicators of facility needs.

In understanding the criteria for standards vs the scope of this study, we have identified the appropriate means of providing an initial projection for long-term needs. Final recommendation will require a more in-depth self-sustaining report within a Policy and Priorities Document.

(G) THE CRITERIA FOR SITE DEFINITION

A strict formula is required in determining the site to deliver the important Community Recreation Services. The factors include:

a) **Suitability of Site-Planning Issues**
- access (1.5 miles)
- visibility/aesthetics
- relationship to neighbours - community safety
- relationship to transportation - parking
- size/opportunity for growth

b) **Suitability of Site - Complementary**
- adjacent land use
- adjacent community services
- proximity to commercial sector
- neighbourhood acceptance

c) **Suitability of Development**
- size
- accessibility

d) **Financial Consideration**
- ownership
- capital cost/operating cost

The criteria outlined above have been applied to the options available to provide geographic services. These options must be tested with the community and inter-city service providers for an optimal determination.

PART 6(ii) DEPLOYMENT OF STAFF CONSIDERATION

The issue of staff deployment is not a new one. In 1985 Culture and Recreation identified the issue of human resources as a priority area. In 1988 an operational review indicated a concern around staffing and consistency. More recently, in 1989 the consultant's reports which led to the organization restructuring and the consultant's recommendations on human resources have indicated that steps are necessary. In 1990 a Staff Survey, Key Results Workshop and Consultant's Report have clarified the issues, objectives and direction that should be considered under staff deployment:

- Key Result Planning
- Resource Management

RATIONALE FOR CHANGE

The demographic and market analysis indicates that the Department of Culture and Recreation will be faced with more rapid changes and market demands. We will be faced with more effective ways in dealing with selection, development, retraining, evaluation and compensation for our employees.

We are faced with increased service and quality expectations within a tighter economy. The status quo is unacceptable and our advisors identified fundamental challenges:

1. Need to deliver more programs and better services.
2. Need to provide improved and new facilities and equipment.
3. Need to employ competent, highly motivated, strong performing management/program staff.

The Department has not been well positioned to do more without more. The current supervisory pool has become used to doing things in a certain way. Human Resource Management practices are generally weak and it is impacting on the ability of the Department to realize the full potential of it's individuals. Career Path Planning has been recognized as limited.

ACCEPTANCE OF THE NEED FOR CHANGE

As a starting point, there is a need to understand the rationale for change and accept that the status quo is unacceptable.

Firm collective commitment to the need to change from all Members of Council, Committees, Senior Management and the front line staff is a pre-requisite to move us forward.

DEVELOPMENT AND IMPLEMENTATION OF HUMAN RESOURCES

We now need to commit to seven collective human resource goals:

1. Increase the professionalism with which human resource issues are handled.
2. Increase our capacity to motivate future leaders.
3. Improve development of future leaders through career path and training.
4. Promote alternative career tracks within and outside of Department.
5. Improve the performance of staff by clear standards and evaluations.
6. Be a fair employer providing equality of opportunity and compensation.
7. Promote/improve/increase development through co-operation and collaboration.

HUMAN RESOURCE SYSTEM

Our human resource systems are:

- **Staffing** - attract, select, place appropriate people.
- **Development** - career paths, leadership pool, training plans.
- **Evaluation** - effective clear appraisals which apply to the job.
- **Organizational Design** - job design and restructuring.
- **Compensation** - provide fair rewards for work levels.
- **Communications and Information** - improved information on the system.

Effective Structure That Delivers The Mission Mandate, Goals And Objectives With A Staff Deployment System

Know Where You Stand	**..Determine Where You Are Going**	**..Getting There..**
Evaluate The Constraints And Opportunities Within Internal And External Environment	Prepare A Clear Guide For The Choices That Set Our Direction	Co-ordinate, Communicate And Integrate The Actions To Achieve Our Missions
External Environment - Demographics - Social Trends - Economic Change - Competitive Context - Government Fundings - Fundraising	Mission - Goals - Client Needs - Key Capabilities - Critical Gaps - Scope of Services - Human Resources And Other Resources Required - Facilitative Role	- Operational Implications - Organization System - Resource Allocation Or Re-Allocation - Restructuring Of Human Resources - Retraining - Outplacement - Facilitation Impacts
Internal Environment - Scope & Level Of Service - Results Achieved - Revenues And Expenditures - Skill/Capabilities - Organizational Capacities And Relationships - Ability To Communicate		Strategic Key Results

KEY RESULT DETERMINATION

The combined Management Team and the front line supervisors/facilitators will review:

- Present Duties And Key Result Areas
- Optimum Key Result And Revised Duties/Assignment
- Revenue Resources

This review will then identify the appropriate focus responsibilities for all parties to address less direct programming within a wider program plan.

Primary
1. 20% less direct programming
2. 30% more facilitative programming
3. 20% more training and career development

The timelines for this development will be completed by June 1991 with an implementation for September 1991.

Secondary
1. Implementation of new direct budget process
2. Implementation of local course funding responsibilities
3. Implementation of new guidelines for revenue resources

The secondary plan will be undertaken at times concurrent with the primary areas but more responsible to the facilitative-training issues.

CONCLUSIONS

Change will affect us all. Facility staff will have the opportunity to develop more efficient ways to address programming and the management skills. Training and development will be a shared responsibility between all staff to ensure the understanding is complete. The option of career development is incumbent on us all and has been the goal being re-identified.

RESOURCE MANAGEMENT DETERMINATION

The following deployment of service/staff deployment determination was prepared through the assistance of the faculty of Management, University of Toronto. We wish to acknowledge the important contributions of:

- The DuToit Master Plan - Stevenson & Associates
- The Department of Culture and Recreation Planning Division
- Hutchison Associates - Key Result Plan
- Ballantyne/Branch Consultants - Research
- Ministry of Tourism and Recreation - Consultant/Research Papers

and the Staff contribution of:

- Mr. Larry Collinson - towards 2001/Centre Perspective
- Ms. Kathy Wilson - Program Review
- Scott Park Pool Staff - Leisure Concept Design

as an integral part in this Needs Analysis to determine a sound organizational design that considers both the current status and the accord for the future in the deployment of our staff resources.

Resource Management is the combination of deployment and fiscal resources directed to a sound management plan. The objectivity of this plan may require further strategic considerations and will be most effective if exercised with the combined input and support of policy makers and the management levels.

With these elements in mind, a strategic Supervisory Planning Questionnaire was circulated in October 1989 and analyzed by the Faculty. The results indicate both the recognized need for supervisory changes **and** the available latitude for this change. The critical findings were:

- Low level sales increases
- High level subsidization
- Low level of competition
- High regard for client needs
- Red tape, cash flow and labour issues
- Low level of key duties for Supervisory Staff
- High level of Supervisory overviewing at facilities
- Low level of strategic planning input
- Low regard for economic climate

Parallel to this report, an organization design questionnaire will follow the departmental, supervisory and facilitators 'KEY RESULT' workshop. An opportunity will be available to respond to the recommendation aimed at short/medium/long term planning.

RESOURCE MANAGEMENT GOALS

A) REVENUE

The current policy of the Department has been recently developed (1989) and will be subject to a corporate user pay analysis (1990-1991). At the present time, this report supports:

- Annual Increases Of Memberships/Daily Admissions In Accordance With Nominal Cost Of Living Limits.
- Annual Renewal Of Facility Increases To Reflect Actual Cost Of Operation.
- Annual Fee Increases For Sports Fields Reflected In Community Registration Rates.
- Escalated Fee Schedule For Special Interest Programs To Match Full Staffing Costs.

The Department has initiated new options for revenue and should be permitted to apply these revenues to program enhancements and skilled leadership needs:

- Advertising
- Concessions
- Fundraising Events
- Program Sponsorship

The corporate limits can be increased within a scale which does not deter point of program delivery upgrades. The principle of burden will detract from being able to facilitate and provide improved indirect programming.

B) STAFFING

This planning tool provides short/medium and long term staffing design. It is considered within the elements of facility needs and should be monitored within the progress of facility response.

Short Term Elements (2 - 4 years)
Shift To Program Facilitation
Facility Aquatic Staff
Facility Supervisors
Concession Co-ordinator
Communications Co-ordinator
Facility Co-ordinators (3)
Program Co-ordinator
Events Co-ordinator
Recreation Manager

These Positions Are Based On:
13 Recreation Centres
10 Rink Surfaces
4 Senior Centres
1 Community Resource Facility
1 Operations Centre
Nominal Seasonal Growth

The short term growth and design criteria will require an extensive examination of the recreation centre operations. Determination will be required to redesign the facilitative role of sixteen (16) program organizers. The auxiliary program organizers will be reassigned to meet the corporate design for the Department.

The Facility Supervisors can be expected to provide a responsive facility plan by working as the lead community resource to develop the centre as the focal point of the geographic pattern and maximize the facility use for all ages/interests.

The enhancement of communications and concession operations must be realized for the growth pattern to be realized.

The Facility Co-ordinators must play the catalyst role to assist in the changing emphasis of resource management.

Program and Events Co-ordinators may require project support staff as outlined in the reorganizational restructuring plan (1989).

The Recreational Manager must be administratively effective to realize the departmental mandate.

Mid Term Elements (4 - 7 years)
Recreation Division
Facility Program Resource Personnel (Facilitators)
Facility Aquatic Staff
Facility Supervisors
Facility Co-ordinators (4)
Concessions Co-ordinator
Communications Manager
Programme Manager
Events Manager
Recreation Director

These Positions Based On:
14 Recreation Centres
11 Rink Surfaces
4 Senior Centres
1 Resource Facility
2 Operation Centres
Nominal Seasonal Growth

The Recreational Division will require auxiliary service of:
Technical Manager and an Operation Centre Co-ordinator
Planning Manager and a Human Resource Training Officer

Long Term Elements (7 - 10 years)
RECREATION DIVISION
Facility Program Resource Personnel
Facility Aquatic Staff
Facility Supervisors
Fitness Co-ordinator
Facility Co-ordinators (4)
Concessions Co-ordinator
Aquatic Co-ordinator
Special Populations Co-ordinator
Competitive/Sports Co-ordinator
Multi-Cultural Co-ordinator
Communications Manager
Programme Manager - Support Staff
Events Manager - Support Staff
Recreation Divisional Manager
Recreation Director

These Positions Are Based On:
16 Recreation Centres
14 Rink Surfaces
6 Senior Centres
1 Resource Facility
Nominal Growth of Seasonal Programming

The Recreational Division will require the auxiliary services of:
Technical Manager and Two Decentralized Operation Centre Co-ordinators
Planning Manager And Two Specific Disciplines - Human Resource
- Fiscal Resource

CONCLUSIONS

The conclusions of this study indicate that the design goals outlined within this report are conservatively prepared but challenging enough for a macro system which shows some discomfort in a change challenge.

It will be senior management's responsibility to provide the retraining opportunities for those who stay within the Department or opt for parallel positions within the Corporation.

PART 6(iii) COMMUNITY INPUT

We would be remiss if we did not address the Community input within the scope of this Study.

During the research and analysis stage, staff and members of the Steering Committee were involved throughout. It was in the late stage that the draft report indicating the process, findings, issues and strategies was presented to interested community groups and citizens for their review and consideration.

The Process Included:

a) **Public Meetings** - although all sources listed in the report were considered, particular emphasis was placed on the following findings:
   - geographic shortfalls to be addressed
   - facilities address needs/trends versus the basic
   - accessibility for all
   - multi-purpose facilities
   - joint-venturing
   - retrofitting of existing facilities
   - impacts of sharing vs stand-alone facilities

b) **Questionnaires/Surveys** - completed at Public Meetings and random sampling of those attending existing facilities. 94 surveys completed (over a period of a week). Findings determined: generally Hamiltonians are pleased with recreation opportunities in the City:
   - 50% responded no - to current services not addressing needs of entire city.
   - 98% responded yes - to recreation programs playing an important role in our society.
   - 85% responded yes - to more programs being provided in areas not being served geographically.
   - 58% responded yes - that department's priorities be to improve facilities/modernization.
   - 81% responded City - that new facilities should be on existing city-owned lands versus private sector acquisition.
   - 84% responded yes - staffing is adequate.
   - 72% responded City - to the provision of facilities by City or to involve other agencies.

It is worthy to conclude that the Community Input process provided a functional and constructive benchmarking to the Vision. The early presentation, the community's awareness, the partnership of sharing was identified as positive and affirmative to our new direction.

CONCLUSION

The Community Inclusion Process clearly supported our direction as stated in our Mission Statement and Goals and shapes our commitment towards community development.

Corporation Of The City Of Hamilton
Department Of Culture & Recreation

VISION 2000 - THE RECREATIONAL FACILITIES NEEDS STUDY

QUESTIONNAIRE & SURVEY

May I thank you for taking the time to become familiar with the Draft/Summary Reports and we welcome your input on this questionnaire.

1. Do you feel the current recreation services are addressing the needs of the entire city? ( ) yes ( ) no
   Comments:

2. Do you feel that recreation programs play an important role in our society. ( ) high ( ) low
   Comments:

3. Do you feel that programs should be provided to areas not being served geographically? ( ) yes ( ) no

4. Do you feel the Departments priority should be to improve existing facilities;
   - by providing better accessibility? ( ) high ( ) low
   - or by modernization? ( ) high ( ) low

5. Do you feel new facilities should be on existing city-owned land or by private sector acquisition? ( ) city ( ) private

6. If you participate in existing recreation programs do you feel that staffing is adequate? ( ) yes ( ) no
   Comments:

7. Do you think the city should provide the recreation facilities or involve other agencies in delivery of services. ( ) city ( ) other
   (i.e. Y.W.C.A., Y.M.C.A., Libraries)

Other comments are welcomed on the reverse side.

Please return at this meeting or to any Recreation Centre.

PART 7

THE FINAL REPORTING PROCESS

PART 7 THE FINAL REPORTING PROCESS

The purpose of this section is to present the final directions for consideration on:

- Resultant Considerations
- Optional Plans
- Financial Implications
- Recommendations

(a) RESULTANT CONSIDERATIONS

Our analysis has revealed that a significant level of facility development will be required to meet community activity needs. This is reasonable, given:

- the extent of present and expected population growth
- identified geographic and program service shortfalls
- variables of facility use and longevity
- activity trends

and lastly

- **the assumption that recreation facilities contribute to a healthy viable City.**

(b) OPTIONAL PLANS - Directions

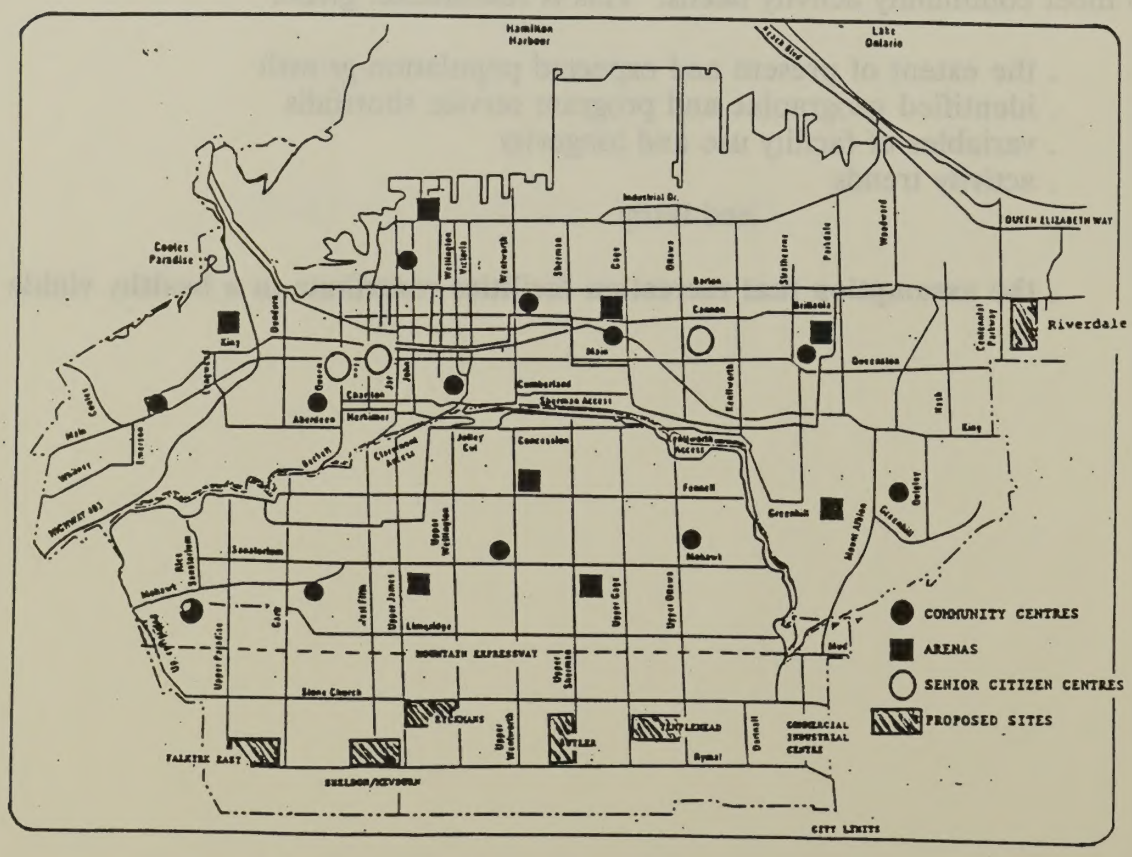
With the priority consideration placed on:

. population growth and dispersement
. geographic and program service shortfalls

The resultant recommendations point to TWO MAIN DIRECTIONS. The two directions are identified in optional Plans A & B.

The Locations have been planned on existing land zoned recreational in order to manage municipal financial capabilities effectively versus acquisition costs for private lands.

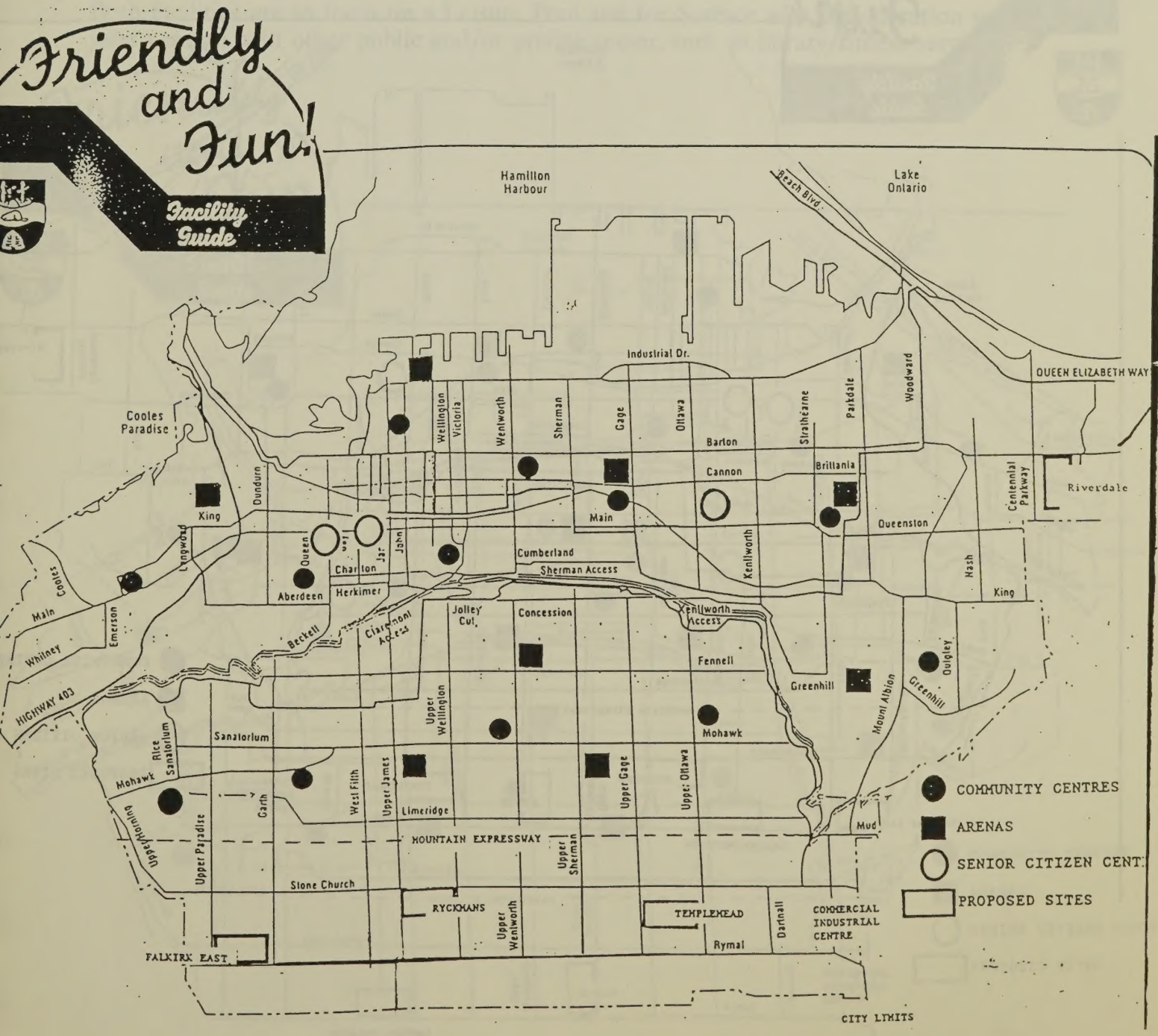
A quick check identifies the lands available for consideration.



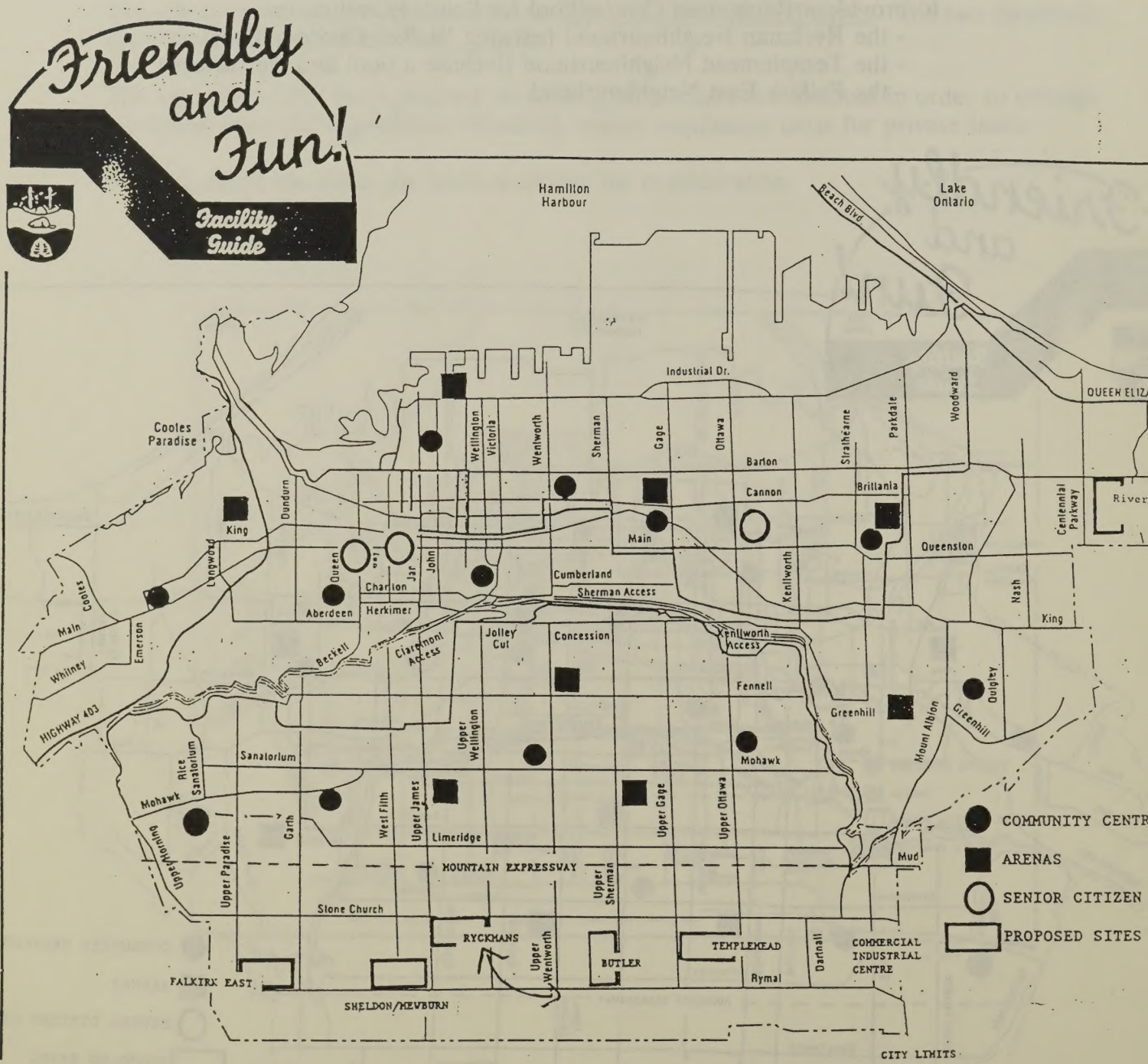
THE OPTIONS

PLAN A

- to address the two geographic and program service shortfalls
  - . to provide a Recreation Centre/Pool for East Hamilton in the Riverdale East or West Neighbourhood
  - . to provide a Recreation Centre/Pool for South Hamilton in:
    - the Ryckman Neighbourhood (existing Walker Outdoor Pool)
    - the Templemead Neighbourhood (include a pool and ice surface)
    - the Falkirk East Neighbourhood



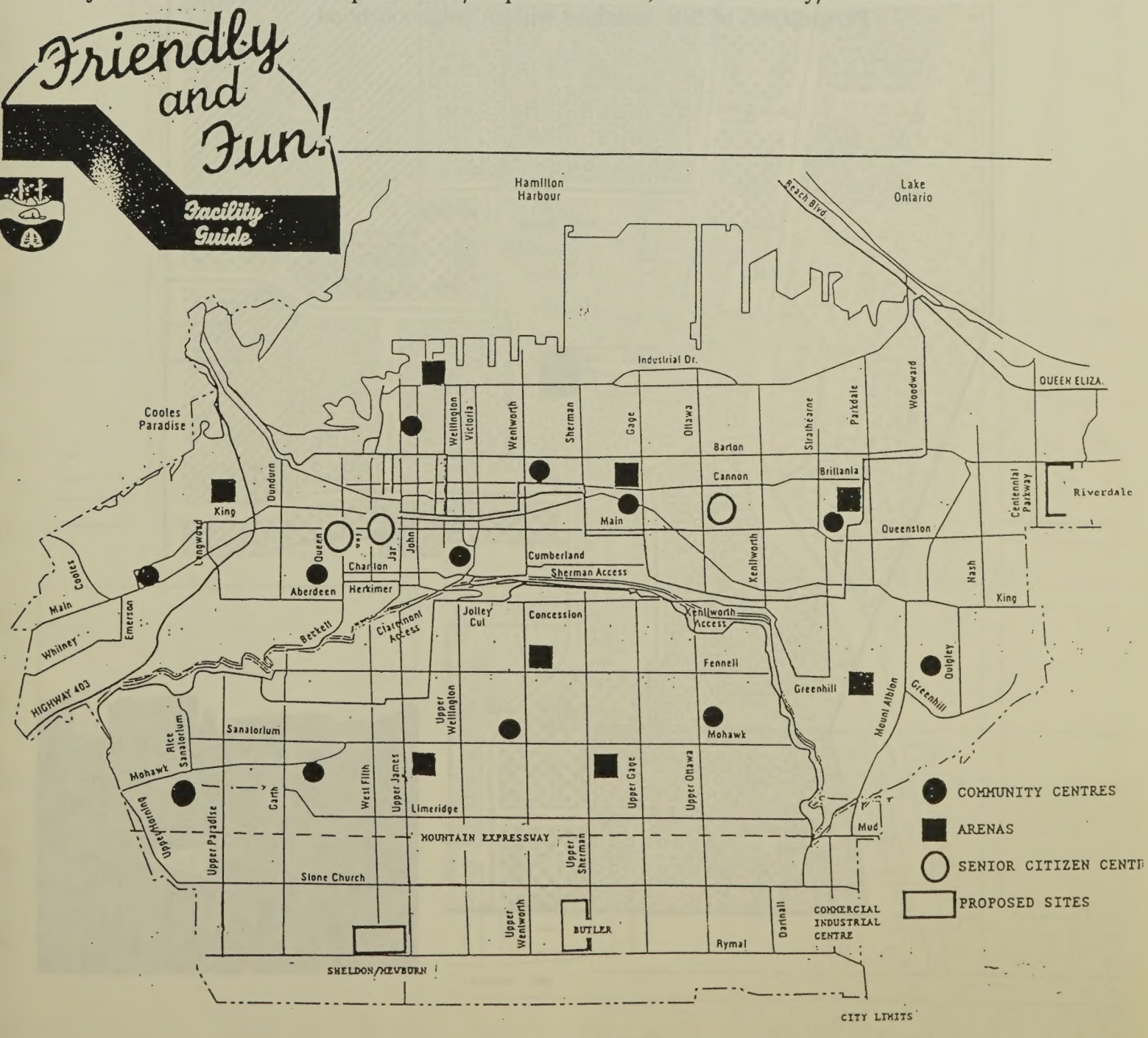
A variation of this Plan is to replace the Ryckman location with a more South Central location in the Butler Neighbourhood and include provision for a future ice surface:



PLAN B

- to similarly address the two geographic and service shortfalls
    - to provide a Recreation Centre/Pool for East Hamilton in Riverdale West by attaching a Pool/Centre to the Lake Avenue Public School. This Option provides better accessibility from the Redhill Creek to the East Hamilton boundaries.
    - to provide two recreational complexes to serve the South Hamilton area with more diverse facilities in:
        - The Butler Neighbourhood (Sherman/Rymal area)
        - The Mewburn/Sheldon Neighbourhood (West 5th-Rymal Area)

Both facilities are to focus on a Leisure Pool and Ice Surface with consideration towards joint venture with other public and/or private sector, such as library/fitness services.



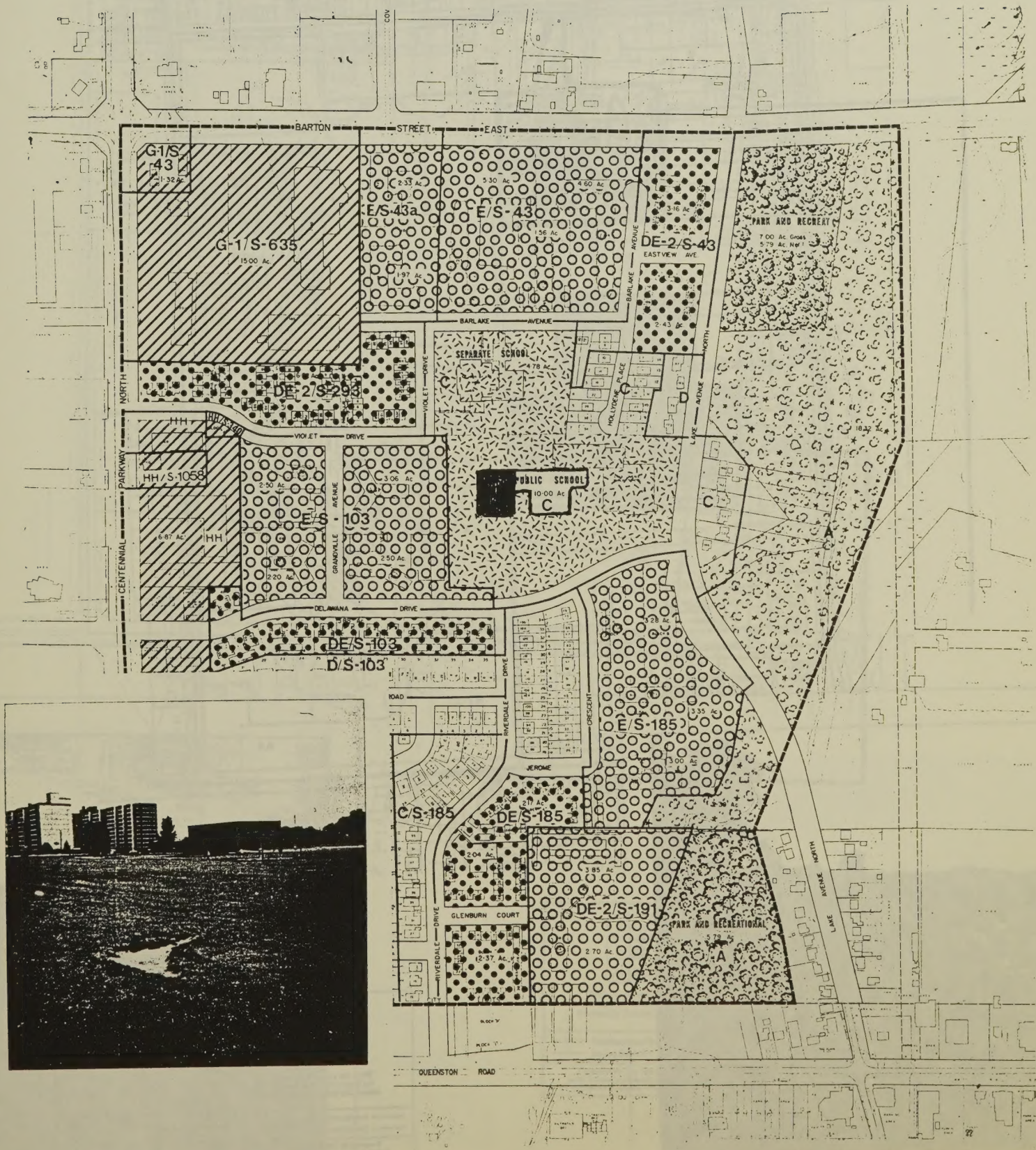
Municipal policies would apply to either Plan A or B which require inclusion for the Arts and Special Populations. User Policies would be in effect.

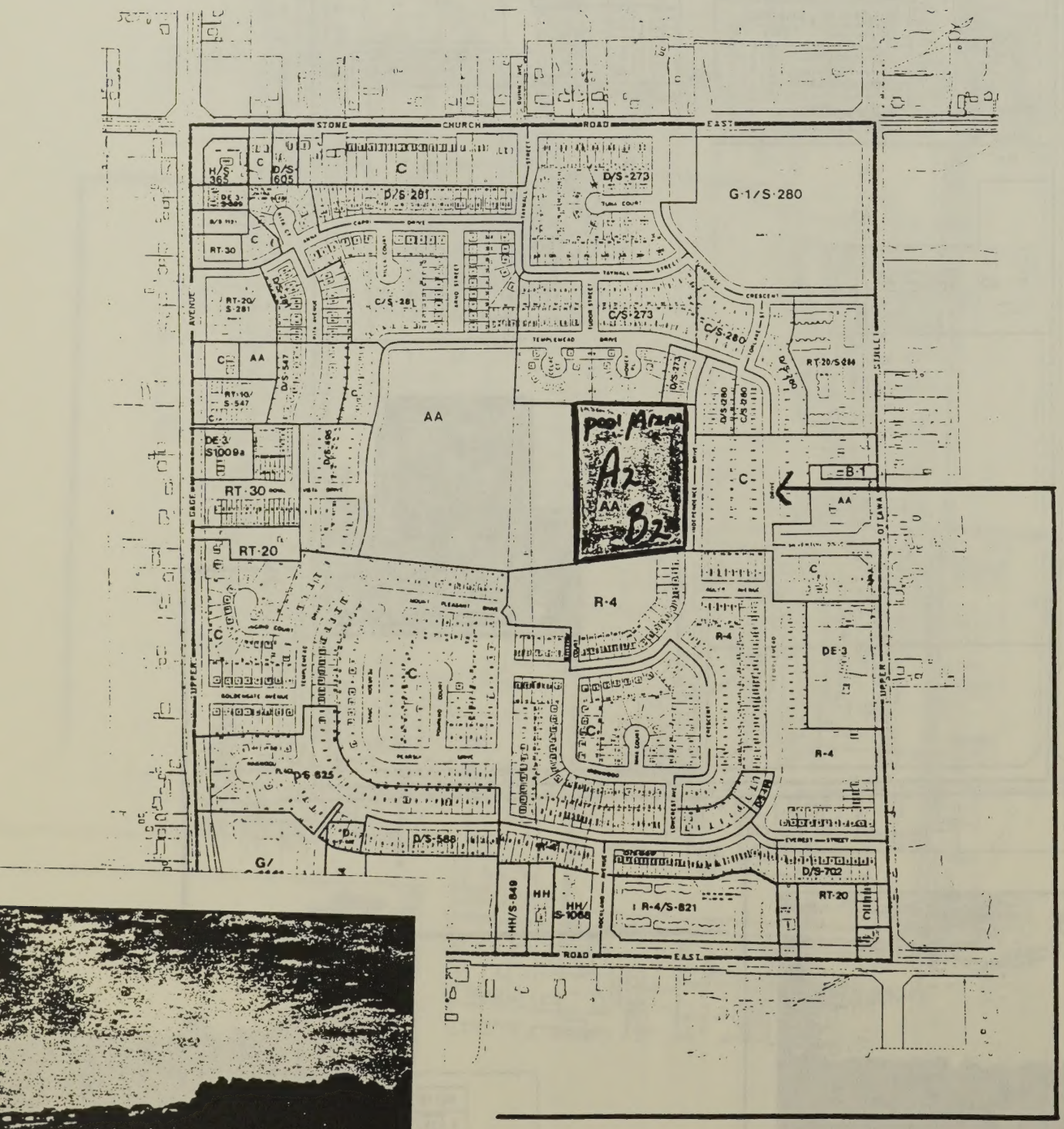
CONCLUSION

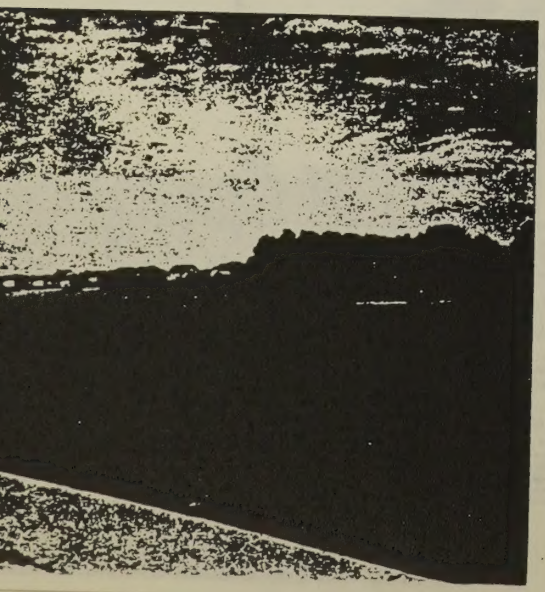
The optional plans have prepared a Facility and Service Expansion for the provision of planning purposes and projected facility requirements to serve current shortfalls and anticipated population growth, but this perspective requires definition for the final recommendations.

Attachment:

Perspectives of Site locations within Neighbourhood


BARTON STREET EAST
G-1/S-43
G-1/S-635
15.00 Ac.
E/S-43a
E/S-43
DE-2/S-43
EASTVIEW AVE
PARK AND RECREATIONAL
BARLAKE AVENUE
SEPARATE SCHOOL
DE-2/S-293
VIOLET DRIVE
HH/S-1058
E/S-103
GRANDVILLE AVENUE
PUBLIC SCHOOL
10.00 Ac
DELAWANA DRIVE
DE/S-103
D/S-103
E/S-185
C/S-185
DE/S-185
JEROME
RIVERDALE DRIVE
GLENBURN COURT
DE-2/S-191
PARK AND RECREATIONAL
LAKE AVENUE NORTH
QUEENSTON ROAD
CENTENNIAL PARKWAY NORTH





112	110	131
43	129	120
15	14	64

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CITY OF HAMILTON

TEMPLEMEAD

ZONING

Neighbourhood Boundary
Zoning Boundary

SCALE 0 100m

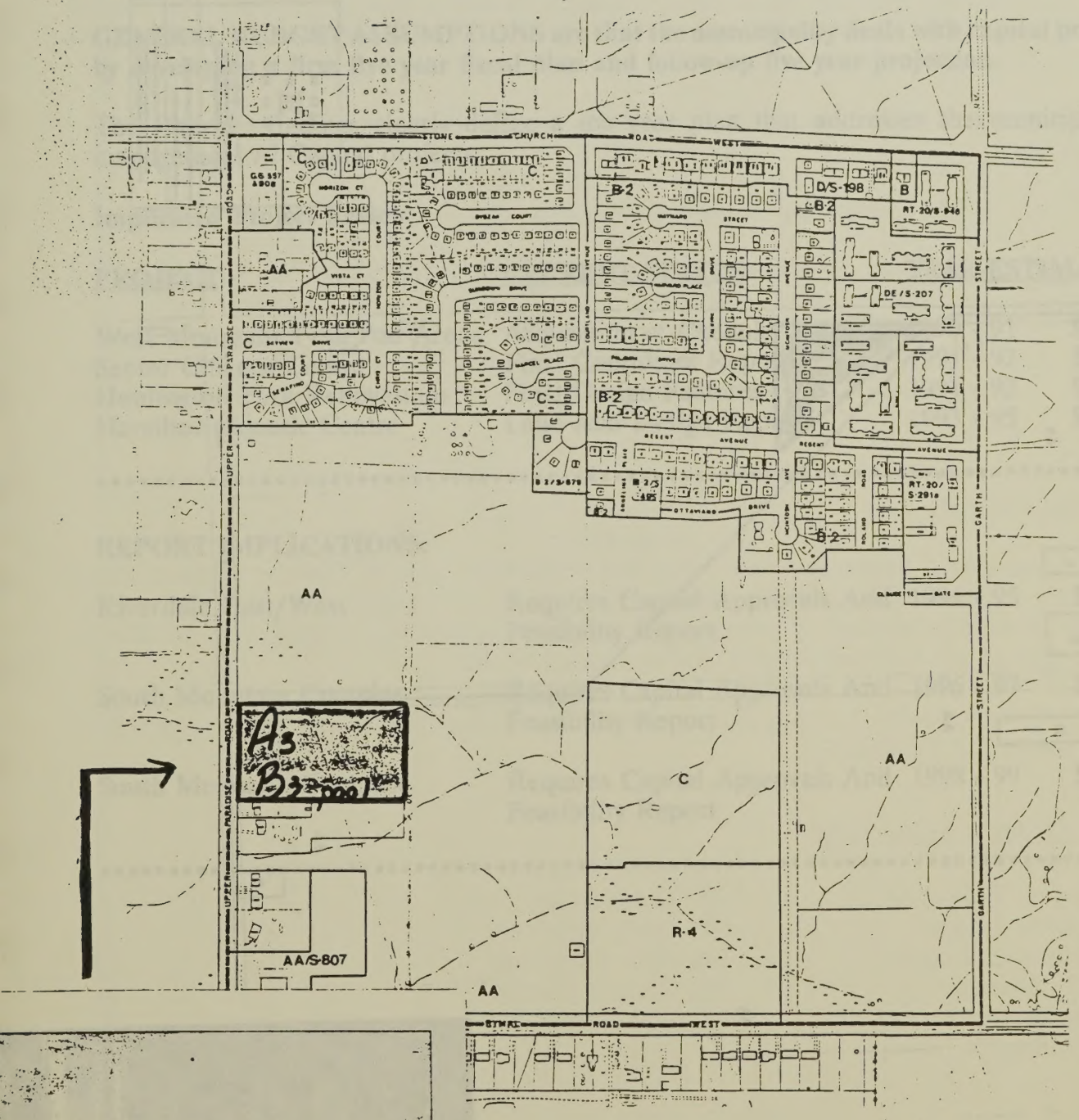
NORTH

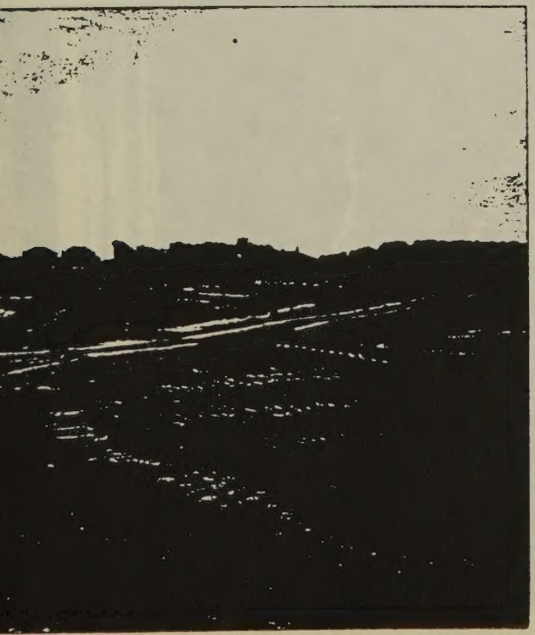
Prepared for The City of Hamilton by the Planning and Development Department of The Regional Municipality of Hamilton-Wentworth

PLANNING UNIT NO. 7406

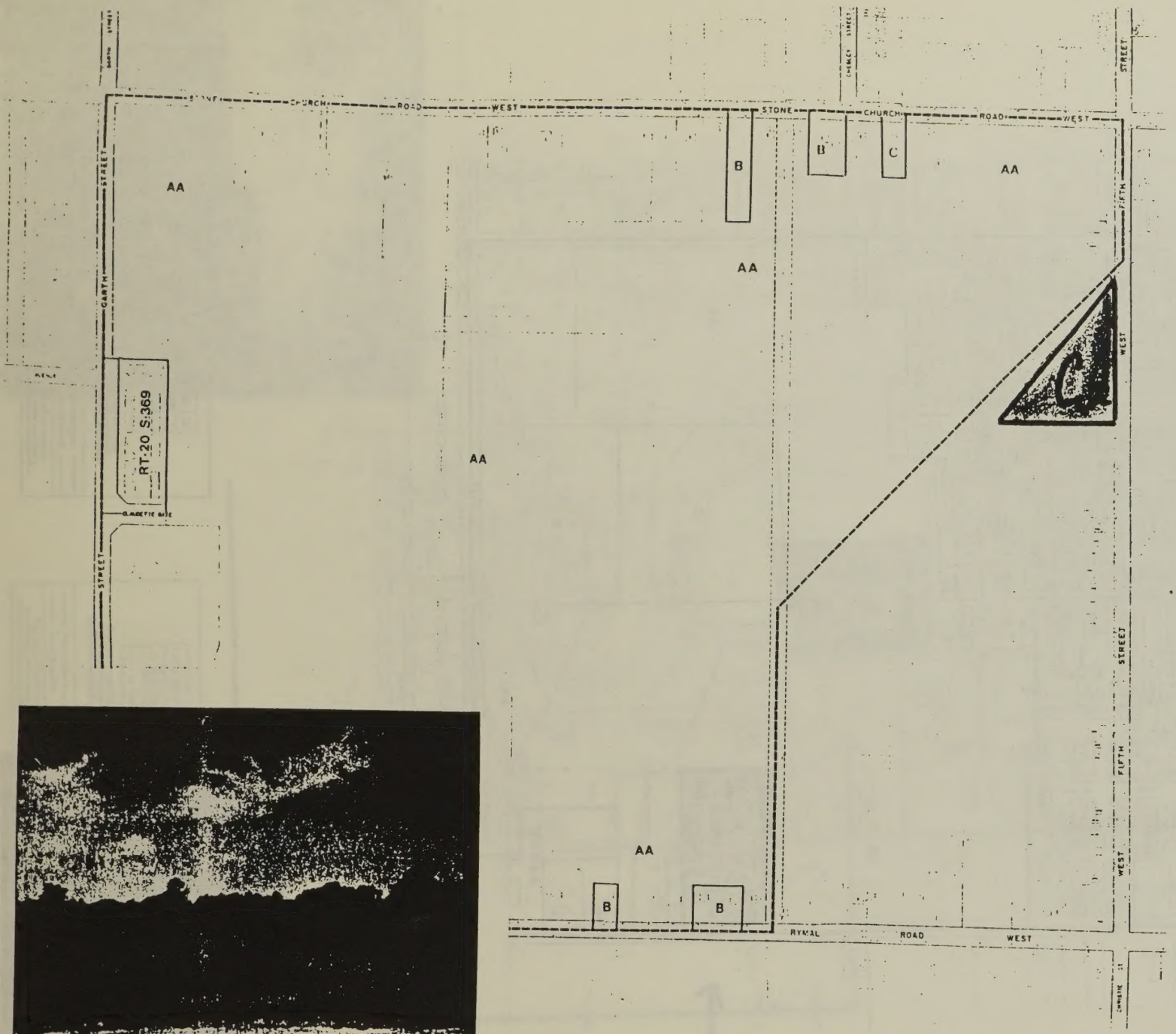
JANUARY 1990

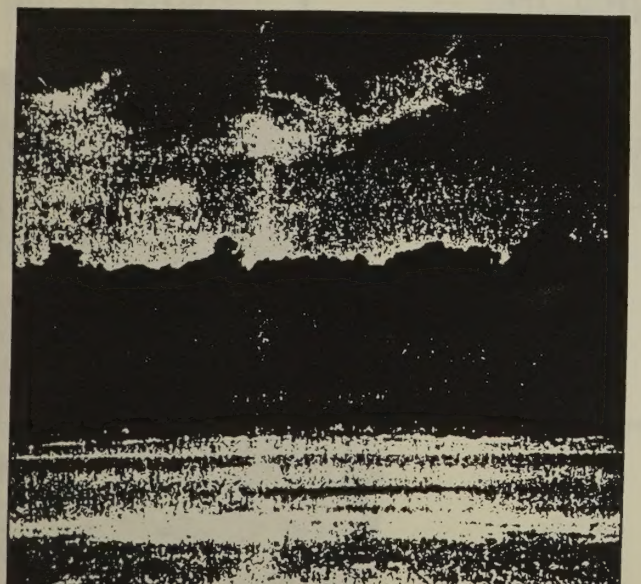
PAGE NO. 129





57 | 50 | 53 45 | 44 | 121 20 | 20 | 84	CITY OF HAMILTON
This is not a Legal Document. For Zoning Verification Please Contact City Building Department.	FALKIRK EAST ZONING
Neighbourhood Boundary Zoning Boundary	SCALE 0 30m 100ft
Prepared for The City of Hamilton by the Planning and Development Department of The Regional Municipality of Hamilton-Wentworth	PLANNING UNIT NO 7606 · JUNE 1988 · PAGE NO 44





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44 121 101
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CITY OF HAMILTON

SHELDON

ZONING

Neighbourhood Boundary
Zoning Boundary

SCALE 0 50m 100m

Prepared for The City of Hamilton
by the Planning and Development Department
of The Regional Municipality of Hamilton-Wentworth

PLANNING UNIT NO. 7605

JUNE 1988

PAGE NO. 121

(c) FINANCIAL IMPLICATIONS

GENERAL BUDGET ASSUMPTIONS are that the municipality deals with capital projects by developing a firm five year fiscal plan and follow-up five year projection.

The Report's findings clearly define a ten year plan that addresses the municipality's management of Capital projects.

Implicated Project Review:

PROJECT	CURRENT STATUS	YEAR-ESTIMATE	
West Mountain Twin Pad Arena	Acquisition of Chedoke Lands	1990 - 91	$7.6M
Senior Citizens Centre	Final Consultant Reports	1991 - 92	$3.4M
Huntington Park Renovations	Final Design Features	1991 - 92	$3.2M
Hamilton Aquatic Centre	Land And Design Reports	1993 - 95	$12 M

****

REPORT IMPLICATIONS:

Riverdale East/West	Requires Capital Approvals And Feasibility Report	1994 - 95	$6.6M
South Mountain Complex	Requires Capital Approvals And Feasibility Report	1996 - 97	$10 M
South Mountain Complex	Requires Capital Approvals And Feasibility Report	1998 - 99	$11 M

****

(d) FUTURE DIRECTIONS AND CONCLUSIONS

The Recreational Facilities Needs Study forms the basis of a Plan to systematically address our Recreational Facilities Needs to the Year 2000. The fulfillment of this Plan will require various activities.

It is recommended that the following activities set the agenda in order to see the Report to fruition:

1. That Plan B be the preferred option.

2. Develop a Policies and Priorities Manual to re-address the Report under a number of short-term goals.

3. Develop the facilities monitoring program that will set the priorities and accelerate the process to determine appropriate standards for final definition.

CONCLUSIONS

The Recreational Facilities Needs Study has prepared a "Vision 2000" perspective which requires definition for the final recommendations. It is a progressive plan that can be realized within both sound operating and capital business practices. Needs and affordability will continue to be cornerstones of the recommendations.

The underlying theme is a good plan, provides a good design and a good design is good for **everyone in the Community.**

COMMITTEE MEMBERS

Alderman T. Jackson
Alderman M. Kiss
Alderman G. Copps
Mr. C. Renaud
Mr. F. Hickey
Mr. R. Sugden
Mr. David Dean
Mr. Ozzie Ferguson
Ms. Joan Rapsavage
Ms. Coralee Secore
Mr. Ted Hammond

PART 8

APPENDIX

First on the Agenda: Last on the Budget

by
George B. Cuff

George B. Cuff & Associates Limited
Edmonton, Alberta

The Weight of Change

To say that we live in a world of change is, of course, rather trite. Indeed, as many reputable authors have pointed out, we have experienced more change in the 1980's than in the past seven decades combined.

The beginning months of the 1990's, if they are to be viewed as a forerunner of what is to follow, quickly tell us that societal changes are proceeding most rapidly. The changes in world politics, political structures, economics, philosophies, defence strategies and so on must surely be viewed as remarkable – even for those of us who have already witnessed the considerable changes of the past decade.

I am almost reluctant to comment on any matter specifically. It would be better to submit an article to the local paper as a "letter to the editor" and hope that it was published the next day for fear that it too would be irrelevant by the time the article was published!

I can recall being in China with my wife (April, 1989) on a tour on behalf of the Federation of Canadian Municipalities. I taught a seminar on strategic planning for 150 Mayors and Vice Mayors in Nanjing. Two days later we strolled through Tien An Men Square in Beijing. One day later, the students occupied the square. Three weeks later the Government quelled the demonstration with excessive force. Just 22 days earlier I was remarking that the Chinese government appeared quite comfortable in releasing their enveloping bonds somewhat to allow for economic unions with the West. I am pleased I was not so overcome by emotion at the time that I might have been propelled to write to the government extolling their wisdom.

The Frustration of Prophecy

For me, or anyone, to comment on the relationship of recreation funding to a global municipal budget concept as reviewed, discussed, approved and regulated by any municipality is questionable at best. If dramatic shifts in policy are possible in Eastern Europe, there may yet be hope for policy changes here in Canada in terms of how recreation budgets are handled.

Putting aside, then, any notion of massive political change in Canada, what might be said about the status of recreation funding vis-à-vis a total municipal budget? Let me try to convey what I perceive to be as "certainties".

The Certainties of Local Government

It is certain that municipal Councils (and boards) will always be forced to determine what services are most versus least important. As the final arbitrators in most instances (recreation boards/commissions in some others), Councils will meet to allocate scarce financial resources to a multitude of services/programs and demands. The process may vary somewhat, but, in the main, Councils will be confronted with a scaled down version of the "wish lists" of the administration. Through various procedures, Councils will have to choose which programs must be reduced in comparison to those whose funding is to increase.

It is certain that the demands on Council will exceed the funds available. This is how it has always been and possibly always will be. Our appetites will not be matched by the plate set before us and thus choices will need to be made. Whereas Council has in its mind a 4% ceiling on tax increases, the proposed budget will be presented at plus 4%. Unless increased revenue sources are found, cuts in expenditure will be made. Weeping and wailing will be heard.

It is certain that many laudable programs and projects will be left on the table. A creative staff and demanding public will ensure that good, worthwhile projects continue to be brought forward, year after year. Eventually, the most promising ones, at least politically, will survive the slaughterhouse floor and be approved, unscathed, by Council or its finance committee. A faint "amen" will be heard from the recreation committee chairman who will still be in the back of the room, receiving the sincere congratulations of the recreation department head – but missing out on the deserved acclaim of the moment. (As usual, those with the most credit to claim, are the least recognized. Such is the history of the well-meaning yet naive).

It is certain that the impact of cutbacks federally will have a cascading impact provincially and municipally. The feds will blame the growing national deficit for the cutbacks in provincial funding; the province will blame the feds; the municipalities the province; the people the politicians. Thus it has been – thus it will forever be. Nonetheless, these cuts will be experienced nationwide with the final result being increased property taxes because municipal politicians realize that ratepayers expect something tangible for their departed funds. Other levels of government will find it considerably easier to cut budgets recognizing that the impact of those decisions will be on another level of government as opposed to the individual taxpayer. The local Councils will not find cutting that painless.

Well-Meaning but Ill-Advised

My experience tells me that local politicians, first and foremost, are, for the most part, very sincere. They promise services which appear to be demanded by at least some of the citizenry. They convey those promises to their first few meetings of Council until it is obvious that some will fall on deaf ears. If they are wise politically, they will find a public forum and announce that they tried but that their efforts, in some selected areas, appear to be in vain. Next year will be a different story or so it is thought.

Much of the battle for primacy on the agenda of Council is fought, won and lost, of course, long before Council sees the battle. Municipal treasurers, heads of public works and city managers are often not the greatest supporters of the "soft" services. Sure, they recognize that "the times are a changin'" and that the great unwashed seem to desire more and more recreation, culture and social programming. And yet, there is that debt to service; those roads to maintain; equipment to buy; computers to upgrade and status to maintain.

Unless Council had engaged in some form of strategic planning and has developed a process for developing a vision for the future, many of the big decisions on priorities are made long before the draft budget is presented. Then Councils bog down in discussions regarding percentages and dollars and mill rates – not focusing on what was important when they ran for office.

Council As Decision-Makers

Does this make the recreation field's phobia about being given the shaft, while other departments continue to mine, the fault of the bureaucrats? Not at all. As usual, the fault, if there is any to be placed, belongs with the ultimate decision-makers – your Councils. Either they believe their campaign promises or they do not. Either they have some basis for their observations or they are easily swayed. Either they agree to focus their energies eventually on their own agendas or they become enveloped and buried in the morass of minutiae and administrivia. Either they place their energies on a broader vision or they allow themselves to

Premier point à l'ordre du jour, dernier point au budget

par
George Cuff
George B. Cuff & Assoc. Ltd.
Edmonton (Alberta)

Quelle place occupent les loisirs dans le budget d'une municipalité? Il est évident que le Conseil municipal, au moment de décider de la part du budget qui revient à chacun, est confronté à une liste réduite des «souhaits» de l'administration. Il est tout aussi certain que les fonds dont il dispose ne lui permettront pas de satisfaire toutes les demandes qui lui sont faites et que les compressions budgétaires du gouvernement fédéral ont des répercussions directes au double niveau provincial et municipal. Malheureusement, nombre de projets et de programmes valables devront ainsi être mis à l'écart. En effet, le gros de la lutte pour avoir la priorité à l'ordre du jour se fait bien avant que le Conseil s'en aperçoive. En effet, à moins que le Conseil ait déjà une planification stratégique ou encore un plan pour l'avenir, une grande partie des décisions sur les priorités seront prises bien avant la présentation de l'ébauche du budget. Les membres du Conseil se perdent ensuite en discussions sur les pourcentages, les montants et les taux et oublient les questions qu'ils avaient pourtant juré de défendre durant leur campagne électorale.

Divergences de points de vue

Il n'est pas rare de voir des gens de bonne volonté perdre de vue les buts qu'ils s'étaient fixés lorsqu'ils sont placés devant ce qui semble des considérations budgétaires omnipuissantes et un réseau inextricable de règlements. Peu de membres du Conseil ont réussi dès leur premier mandat à rallier bien des appuis à leurs objectifs, surtout lorsque la majorité du Conseil est formée de la «vieille garde».

Éventuelles solutions de rechange

Que peut-on donc faire? Il faut d'abord prendre conscience des réalités de la vie d'aujourd'hui, ensuite acquérir une certaine habileté à la défense de questions d'intérêt, puis bien comprendre que les sujets ne revêtent pas tous la même importance et enfin former des alliances, ce qui permet d'entreprendre un projet de loisirs de pair avec une autre municipalité.

On ne peut plus considérer les loisirs comme une entité indépendante des autres. Dans tout projet de planification à long terme, il devient important de signaler l'interdépendance qui existe entre les loisirs et les autres services et besoins municipaux.

Il est possible que tous ne partage pas mon avis, mais je crois que le regroupement de l'entretien des parcs avec la prestation des services et des programmes de loisirs se fait au détriment de ceux-ci. À mon avis, les loisirs municipaux gagneraient à ce que les programmes culturels et récréatifs, les entreprises conjointes dans les municipalités et les événements spéciaux fassent l'objet d'efforts plus intenses et d'une plus grande concentration.

luxuriate and vegetate beneath the flow of paper and interminable agendas and meetings.

The pessimist may paint a picture of an uncaring Council caught up in other priorities, having lost sight of its public agenda. The pessimist may express the view that politicians say what seems to be publicly palatable at election time and then quickly lose sight of those aspirations in light of the burden of other issues.

Conflicting Agendas

Others may take the time to recognize the challenges, difficulties and competing influences which Council members face the moment they assume public office. It is not infrequent that well-meaning people lose sight of their personal agenda in light of what seems to be over-powering budget considerations and regulating entanglements. Seldom have individual members of Council been successful at the outset of a first term in marshalling sufficient support for their own objectives, particularly if the majority of Council is representative of the "old guard".

Further, the life of the Council candidate is relatively uncluttered by competing influences vis-à-vis that of a neophyte politician. The new Councillor is very quickly under siege by this group and that, with seemingly supportive and sympathetic causes. Often, however, these new "agenda items" are allowed to crowd out the pre-election commitments which now seem so distant.

Just for a moment consider whether or not this also happens to politicians in other levels of government. One need look no further than the federal scene where two Conservative majorities have been elected on the promise of less but better government. And what has happened – we are just now beginning a discussion about down-sizing future expenditure levels. Little, if anything, has been cut from current and ongoing expenditures. And yet that has been the best a fiscally right-wing party has been capable of delivering. Confronted by an entrenched bureaucracy, historical program commitments and sincere pleas from all parts of Canada to preserve this program or that, the federal party in power has done its best to simply hold the line (subject, of course, to John Crow and interest rates).

Potential Alternatives

What can be done by those who are lost in the recreation vineyard? Might I suggest a few strategies. Firstly, there needs to evolve a better, more clearly thought out recognition of present day realities. There are ongoing budget stresses, and current federal efforts to off-load will not be helpful. A proactive recreation manager or board will reflect a sensitivity to that phenomena. Discussions with the chief administrative officer or Council will be prefaced by a desire to pitch in and help out where possible.

Secondly, much more needs to be done to develop skills in moving agenda items forward. Efforts expended internally are not sufficient. Councils need compelling evidence that public views are at stake. Politicians' antennae are more often energized by public demands than bureaucratic entreaties.

Thirdly, not all issues or projects are similarly important. Earthquakes typically register differently on the Richter scale. So, too, do issues and projects. An assumption should be made that all projects will be viewed as having equal redeeming qualities. Yet, even though many are called, only few will be chosen. Recreation managers and advisory boards must learn the art of separating the truly important and politically palatable from the "nice to have but little public impact".

As a fourth suggestion, I would agree that linkages and alliances need to be developed so that one recreation project can be seen in tandem with another municipality service priority. A new park development can help reduce public opposition to a Council-favored high density development. A new community centre with a multitude of potential uses could certainly house the indoor space needs of the seniors and teens. A new library and multi-use room could be the angle Council needs as addition to their sought after new city hall.

Recreation and leisure needs can no longer be viewed as stand-alone causes. Their interdependence with other municipal services/needs should constantly be brought to the forefront of any longer-term planning project.

Finally, and perhaps objectionable to some, I would argue that the importance of leisure services and programs is diminished by combining the delivering and facilitation of these with the maintenance requirements of parks and facilities. The considerable financial burden of maintenance often consumes the majority of leisure dollars without resulting in any new initiatives. Further, such a mandate is generally not thought to be cost effective, particularly in smaller centres where equipment and manpower pooling appears to be more practical. Perhaps a more concentrated and concerted effort in the areas of recreation and cultural programming, joint community initiatives and special events would be of greater benefit to the leisure base of the community.

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Conceptualizing the Benefit of Public Leisure Services

A Challenge For The 1990's

by

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INTRODUCTION

Public sector investment in leisure services expanded dramatically in the affluent 1960's and 1970's across Canada. For example, during the 70's the City of Winnipeg constructed 42% of it's present stock of arenas and 66% of all public pools. They were, by no means, alone in this regard.

Professional staff and their political leaders focussed on a relatively narrow range of facilities and services (parks, playgrounds, playing fields, pools and indoor arenas). These were perceived not only to be the most popular developments, but also the ones most likely to respond to perceived needs related to fitness, provide constructive activity for our youth, and enhance urban environments.

The 1980's brought:

- demands for many additional services from taxpayers who had many different interests and needs
- a more sophisticated public understanding of the roles that leisure, recreation opportunities and open space can play in our lives
- a realization that the escalating user fees associated with these relatively expensive facilities were beyond the reach of many of the ultimate investors – the individual taxpayer and his or her family
- a public economy characterized by restraint, making it virtually impossible to "buy our way out" of the dilemma that had been created – a narrow range of services appealing to a limited market and an equally narrow set of perceived public benefits.

In response to these concerns, new strategies, attitudes, policies and terminology were developed. The attitude that "biggest was best" and a preoccupation with corporate growth and empire building of the 70's were gone. These attitudes gave way to strategies such as "doing more with less," the tax revolt, enabler and facilitator, privatization, integrated strategic planning, co-operative development, basic services, voluntary simplicity, cost benefit analysis and value-for-money audits. Not all of these responses were found to be beneficial.

It is hard to predict with much certainty what lies ahead in the 1990's. It is likely however, that restraint and competition for resources will increase in the public sector at a time when major infrastructure re-development will be necessary. Competition from the voluntary and commercial sector will increase and technology and social change will have a major influence on the way we manage our resources and live our lives. As these and other pressures continue to grow, it will become increasingly more important to have the "right tools" with which to account for, measure and justify continued allocation of public resources to leisure services. Justifying services on the basis of blind faith, perceived benefit and unmeasurable social goals will no longer be enough.

In the 1970's the value and benefit of leisure services were evaluated on the basis of the number of people who participated. In the 80's, more rigorous economic analysis was used in an effort to quantify the value of leisure services. The problem with this approach was that many essential, subsidized social/recreation programs, serving people with limited resources, were dropped in favour of those that could pay their way. The result was predictable. Public leisure services moved toward entrepreneurial objectives, created barriers to participation for many users and came in conflict with the private sector who believed public agencies were competing unfairly in the market place.

This article attempts to conceptualize and clarify the many benefits of public leisure services and review recent initiatives to develop more appropriate measures and analytical tools to evaluate and justify these services. As well, the article focuses on a unique approach to measure the benefits of recreation (a benefit index), thereby providing the basis for decisions with respect to the allocation of public resources to leisure services.

DESIGNING THE YARDSTICK

The value of conceptualizing the benefit of leisure services, and developing adequate tools with which to

measure these benefits, cannot be understated. Lord Kelvin (Katzer, et al., 1982) said that "if you can't measure it, you don't know what you are talking about." He believed that no profession would advance if its theories and practices were based on concepts that were unmeasurable. While this may or may not be true, the reality is that other public services use more sophisticated approaches to substantiate their services and leisure services must find ways to compete on an equal basis.

It is perhaps true that in the past, recreation professionals and policy makers relied heavily on tradition and myths, rather than on research and evidence to make decisions. This attitude was based, in part, on the belief that it was unnecessary to measure those things that were intuitively known to be true. Until recently, it was believed that the benefit of recreation was one of those things that fell into this category.

The dilemma for leisure service organizations is, that while each recreation activity or service is seen to have benefit in and of itself, there is now a need to quantify and prioritize this benefit, not only in relation to other recreation activities, but in relation to other types of public services as well. Clearly, the exclusive use of economic impact models to undertake this task places leisure services at a disadvantage. Unlike other "hard" services, the outcomes of social programs are difficult to scientifically measure with much accuracy. The difficulty associated with measuring social programs is not in accounting for the extent of resource allocation, but in assessing the social benefit which results. The question that recreation professionals always ask is, "how do you measure the smile on a child's face?" To date, both economic and social impact models have been incomplete and unable to satisfactorily answer this and other questions related to the benefit of leisure services.

Measuring Benefit With Economic Models

Webster defines benefit as "something that does good." The question that this definition raises is: How much good does it do in relation to the resources necessary to provide it?

Martin and Mason (1984), in their article on "The Economic Impact of Leisure," suggest that economists generally believe that the role of leisure can be measured in relation to:

- economic output and industrial structure
- employment and working patterns
- consumer's expenditure
- government spending
- investment in fixed capital
- international trade

Their article, however, calls for an integrated approach to assessing leisure which combines both economic and social assessment models.

Reid and FitzGibbon (1988), present a community recreation impact model, developed by Berger and Stam, which evaluates the net benefit to the community by determining the size of the local economy, the surplus program revenue and the estimated impact of the surplus revenue upon the local economy.

While most economic impact models contribute greatly to the quality of analytical data, they are incomplete and limiting in that they reduce to economic terms those things that often require a much broader interpretation of benefit. Rigorous statistical and mathematical models are difficult to apply to the products and outcomes of leisure and recreation such as joy, self-image, mastery, satisfaction, aesthetics and community livability. The reality is, that social policy and programs are value based and therefore dependant on norms, expectations, social status, community culture, social networks, community organizations and institutions and political will. They respond to the fundamental question – what kind of community do we want to live in? The answer and value of resulting services often can't be measured solely on the basis of their economic return.

Once again, it is important to emphasize that economic impact models often overlook the primary mandate of public leisure services, that is, to provide recreation opportunities for those who would not otherwise have access to these services either directly or indirectly. Leisure and recreation contribute more to the quality of individual and community life than merely economic spin-offs. If economics and profit margin continue to be the primary raison d'etre for public leisure services, then in the 90's they will increasingly only be available to those who can afford to pay for them.

Measuring Benefit with Social Impact Models

It is true that leisure has an impact on the economy. It is equally true that social factors influence leisure behaviour and that leisure behaviour has an effect on social factors and conditions. There has, however, been less research done on the social impact of leisure than on its economic impact.

Recognizing that the benefits of leisure services go beyond economics, the City of Winnipeg undertook a review of existing data on the inclusive benefits of leisure services to assist in the defence of it's Parks and Recreation budget. Mark Searle (1989), on behalf of the city, examined 3,854 journals as well as conference and research symposia proceedings, theses, government reports and textbooks. Searle identified 130 citations related to the benefit of leisure services and the contribution recreation makes to the quality of life. His work identified four large categories of benefit, namely:

- the individual
- the economy
- the environment
- the general community

He found that, "recreation has substantial benefits for the individual participant, the potential for recreation to have a positive effect on the economy, to positively influence the environmental quality of the community and

to increase the desirability of a city as a place to live."

Much of the work cited by Searle utilized traditional quantitative/statistical research models, particularly in the economic impact area. Some of this research however, used applied research techniques in the form of ethnographic/qualitative models, often more suited to the study of leisure and recreation benefits. The review undertaken by Searle represents a good beginning by highlighting what is now known about the broad benefits and impact of recreation and leisure.

What is now needed, is a greater emphasis on creative new research that views leisure in a qualitative sense and the communication of research findings to create greater public awareness and political support. One such initiative is the development of a "benefit index" by Harper and Balmer (1989).

Evolution of the Benefit Index

In recent years it has become evident that there is little evidence of the benefits of leisure service, limited consensus about the definition of "basic services" and disagreement about the role of the public sector in the delivery of leisure services. This lack of clarity has led to confusion about the extent to which certain services should fall within the mandate of the public sector and be worthy of tax support. Harper and Balmer (1989) believed that decision makers needed more information on the reasons why taxpayers were willing to support various parks and recreation services, and a means of establishing the extent of tax support justified for these services. They developed the "benefit index," a method by which the merits of various services could be evaluated relative to other leisure services. The "benefit index" evolved out of earlier work by Johnston, Crompton and Beres dealing with the creation of a basic services model.

Johnston (1979) concluded that public subsidy could not be justified solely on the basis of "satisfying public demand." He recognized that public subsidy could only be justified when recreation services provided a direct or indirect benefit to all residents resulting in individual and/or community growth and development. The presence of public good and universal benefit, he suggested, was the justification for tax subsidy.

Efforts have been made in recent years to develop a more analytical tool for measuring and conceptualizing basic public leisure services and determining the justification for public involvement. A basic services conceptual model, developed by Crompton and Howard (1980) viewed recreation services on a continuum and defined three categories of activity. The first category was public services where clearly everyone in the community benefits and all costs are offset through general taxes. The second category was defined as merit services where the participant in the activity received the primary benefit although there was some general benefit to the community. In this case, the user was expected to pay a portion of the costs in relation to the personal benefit received. At the other end of this continuum, were services which were viewed as private, or those in which the participant received all of the benefit and therefore, was expected to pay the full cost of the service.

Beres (1985), Soles (1982) and Brimacombe (1984) developed an applied "basic services model." This model used a system of evaluative criteria and a scoring matrix to place in priority order, services deemed worthy of public support. The criteria required that a service must meet the "philosophical fit" of the department and be socially worthwhile, reasonably accessible, contribute to human development, be carried out in a safe environment and respond to a clearly defined and proven need. This early work in the area of benefit and basic services led to the development of the "benefit index."

THE BENEFIT INDEX – A SOCIAL IMPACT MODEL

It is recognized that people seek widely different benefits from recreation programs and have widely varying resources with which to access leisure services. As Crompton and Lamb (1986:10) pointed out, "people spend their money, time and energy resources with the expectation of receiving benefits, not for the delivery of services themselves. Citizens don't buy programs or services, they buy the expectation of benefits." It is these benefits that the "benefit index" was developed to define, measure and promote as the basis for decisions with respect to subsidy for recreation programs and leisure services.

The Process

The "benefit index" was developed during 1986, to provide input to Calgary Parks and Recreation's "Policy and Priorities Plan." The process involved three steps:

1. a literature review to identify the most common reasons given for taxpayer support or subsidy of various parks and leisure services – the perceived benefits
2. a local study of key decision makers and community leaders attempting to rank the relative importance of each benefit, and,
3. a national panel (or survey) asking experts to assess the degree to which each traditional service (pool, arena, playground, youth program, etc.) helps respond to the perceived benefits.

The literature yielded 21 benefit statements that could be grouped in 5 categories: personal, social, economic, environmental and intangible. (See Table 1- Typology of Benefits).

Deciding the relative importance of each of the 21 benefits was seen as a local "political" matter. A survey was sent to aldermen, parks and recreation board members, city commissioners, senior civic department heads, parks and recreation senior staff, community association presidents and service clubs. Traditional vested interest groups speaking on behalf of current users were not included. The steps revealed that the "community" placed highest priority on the following 5 benefits: (See Table

ABLE 1. TYPOLOGY OF BENEFITS

PERSONAL BENEFIT
1. individual growth and development
2. % of population using regularly
3. % of population who might use the service
4. basic service to poorer residents

SOCIAL BENEFIT
1. prepares individual to co-operate with others
2. prevents social problems
3. develops strong communities
4. reduces health problems and costs
5. opportunities for the underemployed
6. integrates disabled, disadvantaged and socially alienated

I. ECONOMIC BENEFIT
1. saves property owners expense
2. increases property values (and taxes)
3. attracts tourist industry
4. job creation
5. attracts industry
6. stimulates leisure retail industry

V. ENVIRONMENTAL BENEFIT
1. community visual appeal and function
2. protection of natural environments
3. avoid costly damage due to mismanagement of the ecological system

INTANGIBLE BENEFIT
1. contributes to civic identity and pride
2. desire to replace volunteer effort

TABLE 2. BENEFITS RANKED IN ORDER OF IMPORTANCE

RANK	BENEFIT	MEAN
1.	Basic Service to Poorer Residents	7.51
2.	Protection of Natural Environments	7.19
3.	Civic Identity and Pride	7.08
4.	Community Visual Appeal and Function	7.02
5.	Develops Strong Communities	6.90
6.	% Of Population Using Regularly	6.32
7.	Individual Growth and development	6.10
8.	Avoidance of Costly Damage Due to Mismanagement of the Ecological System	6.06
9.	Prevents Social Problems	5.92
10.	Reduces Health Problems and Costs	5.76
11.	Integrates Disabled, Disadvantaged and Socially Alienated	5.70
12.	Job Creation	5.38
13.	% Of Population Who Might Use	5.18
14.	Assists Tourist Industry	5.16
15.	Attracts Industry	5.10
16.	Prepares Individual to Cooperate With Others	5.08
17.	Increase Property Values (and Tax Revenue)	4.73
18.	Opportunities for Underemployed	4.67
19.	Desire to Replace Volunteer Effort	3.78
20.	Saves Property Owner Expense	3.76
21.	Stimulates Leisure Retail Industry	3.64

(for complete ranking)

Basic services to poorer residents
Protection of natural environments
Civic identity and pride
Community visual appeal and function
Develops strong communities

The national panel of experts was then surveyed to ek objective opinions regarding the extent to which the department services responded to each of the 21 bents. Table 3 below summarizes the findings of this step. an example, according to the national panel, if you re interested in "preparing individuals to co-operate th one another," you should invest in community sports lds and recreation programs for children and youth. If, the other hand, you were trying to provide a basic vice to poorer residents, you might prefer to focus on tural areas and neighbourhood and community parks. The purpose of the project however, was to provide cision makers with clues as to which services the taxyers (user and non-user) is most prepared to subsidize. composite "benefit index" was therefore calculated for ch service by using the relative importance of the benefit as a weighting factor and adding up all the benefit ratings assigned by the national panel to each service (weighted).

Table 4 below summarizes the results. In Calgary, at least, the taxpayer is most interested in helping to provide natural areas, regional parks, athletic parks, and neighbourhood/community parks (including local playing fields). The traditional decision-maker should review these findings carefully given our recent preoccupation with the development of indoor pools and arenas.

The benefit index was used in this case to determine the benefits which were perceived to result from leisure services in the City of Calgary and to establish a more rational and analytical basis for resource allocation. In general, it would appear that the community places less emphasis on economic factors and benefits than do contemporary policymakers. There was strong support for basic services that provide a direct or indirect benefit to all residents whether or not they are users or non-users. There would likely be no major objection to continued provision of lower-ranked services, as long as the user picks up a larger share of the cost allowing tax support to be directed at basic services and broader benefit-related priorities.

It is likely that this approach would prove useful in other communities interested in evaluating their services and establishing a rational basis for tax subsidy. Only the benefit ranking would have to be generated locally. The results of the literature review and national survey could be reapplied in another urban setting.

TABLE 3

Service Ratings by National Panels

BENEFITS	Services																		
	Pools (Indoor)	Pools (Outdoor)	Wading Pools	Arenas	Natural Ice Rinks	Golf Courses	Athletic Parks	Community Sport Fields	Community Art Centres	Lawn Bowling	Neighborhood Mini Parks	Neighborhood Comm. Parks	Regional Parks	Natural Areas	Pre-School	Children Rec. Program	Youth/Teen Rec. Program	Adult Rec. Program	Senior Rec. Program
Individual growth and development	8.2	6.4	6.2	7.1	5.8	6.4	7.4	7.6	7.4	5.6	6.5	7.3	7.2	7.2	7.1	7.9	7.9	7.3	7.5
% of population using regularly	6.7	5.1	4.7	6.2	4.7	4.7	6.0	6.6	5.3	3.3	6.0	6.3	6.4	5.7	5.6	6.5	6.0	5.6	6.3
% of population who might use	7.2	5.5	4.8	6.5	4.7	5.3	6.0	6.7	5.6	3.8	6.8	6.8	6.7	6.5	5.5	6.5	6.2	6.2	6.7
Basic service to poorer residents	7.8	7.3	7.6	6.4	7.3	4.2	6.8	8.0	6.7	4.2	8.2	8.8	7.5	9.6	7.2	8.0	7.9	6.4	7.7
Prepares individual to cooperate with others	5.9	5.5	5.0	6.5	5.6	4.2	6.9	8.5	6.2	4.5	5.5	6.1	5.1	4.7	7.1	7.7	7.8	7.0	7.1
Prevents social problems	6.0	5.5	4.2	5.9	5.0	3.3	6.7	6.4	5.5	3.0	4.5	5.5	4.7	4.3	5.5	7.1	7.6	5.6	5.1
Develops strong communities	6.3	6.0	5.8	7.0	6.1	4.0	7.2	7.1	6.8	4.4	6.7	7.5	5.6	5.3	6.6	5.0	7.5	7.2	7.5
Reduces health problems	8	7.1	5.0	6.9	6.3	5.6	7.1	7.4	6.1	5.2	5.1	6.8	6.5	6.3	5.8	7.2	6.3	6.1	6.1
Opportunities for underemployed	5.2	4.7	2.3	4.8	4.0	3.4	5.2	4.9	5.1	3.0	2.9	4.2	3.8	3.0	3.3	3.7	5.5	4.1	4.2
Integrates disabled etc.	7.3	6.4	5.3	4.8	4.3	3.6	5.4	5.7	6.8	3.9	5.9	6.4	5.7	5.3	6.0	6.5	6.8	6.7	6.9
Saves property owners expense	6.3	6.5	5.1	5.4	5.6	4.8	4.8	5.2	4.9	3.9	5.4	5.3	5.2	4.8	5.9	6.0	6.1	5.9	6.2
Increase property values	5.4	6.5	4.7	4.4	4.0	5.1	5.9	5.4	5.2	4.6	6.8	6.8	6.8	6.9	5.2	5.4	5.0	5.0	5.2
Assist tourist industry	6.7	5.1	4.5	5.4	4.3	7.1	7.7	6.6	6.1	3.9	5.5	6.3	5.9	6.1	5.7	5.8	5.8	5.6	5.1
Job creation	6.3	5.4	3.7	6.1	3.4	2.8	6.4	4.8	5.2	3.0	4.2	4.4	3.4	4.1	5.7	5.7	5.8	5.7	5.6
Attracts industry	4.9	3.9	2.5	4.9	2.3	2.9	5.5	4.0	4.6	3.8	2.8	3.0	6.4	6.0	2.1	2.4	2.3	2.4	2.2
Stimulates leisure retail industry	5.1	4.6	3.0	6.9	4.7	6.9	6.5	6.2	5.9	2.9	2.9	3.5	4.1	3.3	3.3	4.8	5.0	5.4	4.7
Community visual appeal	5.3	5.0	5.2	4.1	4.9	5.3	6.5	6.4	5.0	5.7	7.1	7.8	8.7	8.7	2.8	2.9	2.9	2.9	3.8
Protection of natural environment	1.2	1.4	1.7	1.1	2.3	3.1	3.6	3.8	1.5	2.8	5.7	5.8	8.2	10.0	1.6	2.3	1.8	2.1	2.2
Avoidance of costly damage to environment	1.3	1.2	1.2	0.9	1.4	2.5	3.2	3.3	0.8	1.9	3.8	4.8	7.3	8.5	0.9	1.5	1.5	1.6	1.5
Civic identity & pride	7.4	5.6	4.4	7.4	4.1	7.1	7.5	6.5	6.8	4.8	5.8	6.4	6.6	7.6	5.2	5.7	5.6	5.6	5.3
Desire to replace volunteer effort	5.4	5.4	3.2	3.8	4.1	5.1	5.3	4.9	4.7	4.7	4.5	4.9	5.1	5.8	5.7	5.7	5.6	5.6	5.8
AVERAGE	5.90	5.24	4.29	5.75	4.51	4.78	6.76	6.0	5.34	4.04	5.36	5.94	6.04	5.75	4.94	5.44	5.57	5.25	5.38
RANK	5	14	18	6	17	16	1	3	12	19	11	4	2	7	15	9	8	13	10

Average score: Each service rated on scale 0-10

SOME OBSERVATIONS AND A CHALLENGE

It may be some time before it is possible to "measure the smile on a childs' face." It may not be possible to determine whether garbage pick up is more important than leisure services, either. Perhaps the answer to these questions is less important, when we already know intuitively that there are many benefits to leisure services. What is important, is that we continue to seek ways to create a better conceptualization and understanding of the dimensions of leisure. Many of the questions related to the benefit of leisure cannot be answered scientifically. They are not a matter of right or wrong or good or bad, but rather, they relate closely to the values we share and the kind of community we want to create. These questions are a matter of political will, public awareness and an interest in creating balance in our communities.

The principle implications of the benefit index as a tool to study the development of leisure services, is for administrators to be aware of the many benefits which result from participation in recreation activities and to emphasize these benefits as a justification for tax support. It is essential that decision makers be made aware that recreation services lead to individual personal growth, economic development, environmental enhancement and community growth and development. As a result the community becomes a better place to live. This task can be more readily accomplished by the use of a systematic, qualitative evaluation procedure. Once the evidence is available, leisure services will be in a better position to compete on an equal basis with other civic services for resources in the 1990's and beyond.

The challenge ahead of us is clear. In order to continue to be accountable, justify services, allocate public resources appropriately, educate the public and decision makers, and to emphasize the benefit of leisure services in a changing society, it will be necessary to:

- continue current research initiatives and develop more qualitative and applied approaches;
- develop better communication networks between communities to share information and ideas;

TABLE 4. RECREATION SERVICES RANKED IN PRIORITY ORDER

RANK	SERVICE	SERVICE RATING
1.	Natural Areas	36.34
2.	Regional Parks	35.02
3.	Athletic Parks	34.95
4.	Neighbourhood/Comm. parks	34.53
5.	Community Sports Field	34.41
6.	Indoor Pools	33.32
7.	Youth/Teen Rec. Programs	31.67
8.	Neighbourhood Mini Parks	30.66
9.	Arenas	30.55
10.	Childrens' Rec. Program	30.49
11.	Community Art Centres	30.29
12.	Pre-School Programs	30.09
13.	Senior Rec. Programs	30.07
14.	Adult Rec. Programs	29.29
15.	Outdoor Pools	28.99
16.	Golf Courses	26.90
17.	Natural Ice Rinks	25.35
18.	Wading Pools	24.50
19.	Lawn Bowling	22.13

- encourage practitioners to publish and disseminate results of studies and research undertaken in their communities of benefit to other communities;
- communicate more with policy makers and the public to create an awareness and understanding of the value of leisure services;
- work more with other civic departments which share the goals of the parks and recreation department; and
- involve the community more in decision making.

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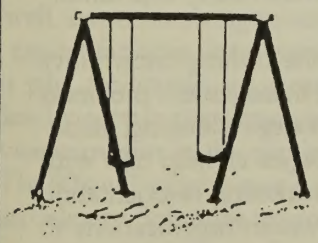

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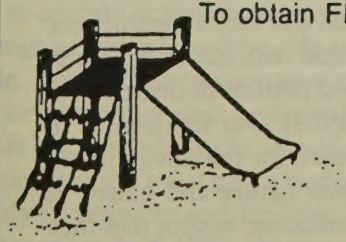

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Community Research

and

Evaluation Strategies

For the 90's

by
James Goho

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INTRODUCTION

Recently, Johan Huizinga (1980) has argued that throughout history the most civilizing activity for people has been play. His historical research showed that over time, games and leisure explorations have resulted in new ideas and new visions. People playing in their leisure time produced innovations and change that caused real progress for communities (cf. Russell, 1935).

During the coming decade we will all need play in order to successfully adapt to new physical, social and economic environments. Park and recreation organizations can perform a meaningful role in encouraging "play" to develop a wider array of community and individual choices and options to help manage in the changing world.

Transformations in technology, economic conditions, ecology, socio-demographics, values, and social welfare are common now and, in all likelihood, these transformations will accelerate in the 90's. Many recent studies have explored the new opportunities and new threats for organizations in uncertain times (Cohen and Shannon, 1984; Drucker, 1980; Naisbitt, 1983; Toffler, 1980). There will be considerable pressure on societal institutions to adapt and to adapt rapidly to irregular and unpredictable change. Park and recreation organizations will be subjected to the same stress as other societal service systems. Yesterday's and today's programs, sites, and facilities may no longer meet tomorrow's needs.

In the 90's, park and recreation managers will be called upon to be more creative and more accountable in adapting the leisure service system to continuous change. In an environment of uncertainty, it is essential that organizations clearly and thoroughly articulate their purpose and mission; continually study the physical environment and human needs; define and re-examine the relevance of objectives; investigate and implement pro-active strategies; and monitor the results of plans that are designed to take the leisure service system from the current reality into tomorrow.

This article will briefly review the coming uncertainty of the 90's, elucidate some current management problems and issues, outline the need for strategic thinking, elaborate research and evaluation strategies to help deal with change, and discuss the critical marketing re-orientation required for public park and recreation organizations to meaningfully evolve in the environment of the 90's.

CHALLENGES FOR MANAGEMENT

In a decade of uncertainty, managers cannot assume that tomorrow will be an extension of today. In the unknown times ahead, traditional economics will be increasingly subject to disruption. The impact of free trade is yet to be fully felt.

Indications are that there will be major environmental catastrophes encompassing accelerated animal and plant species extinction due to pollution and forest destruction, increased lake and tree death by acid rain, ozone depletion and climatic warming, and altered pattern of disease vectors (Schneider, 1989; Wilson, 1989). Our footprint is so heavy on the world and the concern for the environment seemingly so feeble that the exact nature and extent of ecological crises in the 90's are unknown, except that they will occur. The impact will be harsh unless our abuse of

nature abates. This has already affected leisure in such areas as the closing of lake beaches and the prohibition of swimming in some city river systems.

It is not clear what will happen in the 90's regarding energy sources and distribution, but our dependence on fossil fuels must greatly decrease if we are not to doom the planet.

In every major field of knowledge, change will likely occur at an accelerated rate. Deregulation, globalization, and rapid and radical technological change will disrupt both the private and public sectors. Social change will disrupt traditional service patterns. A current trend is "cocooning." A recent survey in the United States found that people are nearly three times as likely now than three years ago to say that staying at home is their ideal way to spend an evening (Prokosh, 1989). Managers must begin now to manage for change.

In uncertain times, the priority tasks for management will be to ensure the strength and soundness of the organization, to adapt the organization to unexpected change, and to increase the likelihood of the organization benefitting from the new challenges and opportunities (Drucker, 1980). These are difficult tasks.

Within the public leisure service system, the tasks are even more difficult because they must be done in a climate that's heating up with demands to "do more with less." The high deficits of the federal and most provincial governments and already burdened taxpayers will likely result in continued restraint and cutbacks for public leisure services. As well, issues involving privatization/contracting out, aging capital facilities, inter-agency rivalry and competition, user pay, facilitation vs. direct service, and non-participation by certain population segments, will plague leisure service managers in the coming years.

The 90's will require new approaches to service and program delivery. Solutions to problems will require increased risk, experimentation and co-operation. Leisure service managers should approach the 90's with a concern for people, productivity and the environment. Indeed, park and recreation organizations should lead the way in preserving green spaces and natural areas and by providing and encouraging environmentally responsible leisure opportunities. It's the only way the future will work.

INFORMATION: THE CURRENCY OF THE 90'S

If leisure service professionals and their organizations are to operate optimally, they must be as well informed of change as possible and be able to adapt as quickly as possible. Park and Recreation services are now considered an important component in the enhancement of the quality of life of a community. In order for this to continue, leisure service systems must play a leadership role in transforming outdated activities and facilities into responsive programs and services. In the 90's, change must be anticipated within a comprehensive vision of the purpose and mission of parks and recreation organizations. This must be based on information, continually updated, about client/customer needs, the effects of programs, and the anticipated influence of change. This is not easy. In the 80's, organizations have had problems accessing information. Specifically, there has been a lack of information on such matters as:

–user needs and preferences;
–public attitudes toward developed open spaces;
–detailed demographics of target groups;
–comprehensive, easily accessible, inventories of private and public leisure facilities;
–reasons for non-participation of particular population segments;
–the effects and outcomes of program and facilities;
–the satisfaction levels of leisure system users.

Many organizations now do not have a comprehensive information resource base and hence experience difficulties in accessing information to respond to critical situations (Goho, 1982). In the 90's, the need for timely, comprehensive and accurate information will be even more essential.

STRATEGIC THINKING

Planning has traditionally been carried out from a linear perspective based on an assumption that trends will continue rather than that sudden change will happen. The most probable assumption now is that the 90's will be radically different from the 80's. However, it is possible for organizations to be prepared to take advantage of change. This involves an embedding of strategic thinking within park and recreation organizations.

Any organization needs to think strategically about what it is doing and what it should be doing. It should fully recognize what it does well. It has to understand the needs that it responds to. Every organization should identify its strengths and determine if they are the right strengths for its organizational mission, and for the changes of tomorrow. It is also important to identify what additional strengths are required in order to meet the challenges of the changing environment.

Strategic thinking should not occur once a year, according to a rigid routine, but should inform and impel an organization's daily actions (Porter, 1987).

The steps in strategic planning are well-known (Eadie, 1983):

1. defining a preferred direction or mission;
2. environmental scanning and analysis;
3. internal strengths and weaknesses review;
4. setting goals, objectives and strategies;
5. tactics and action plans;
6. communication and implementation;
7. evaluation and control.

Community Research and Evaluation Strategies

Strategic thinking begins with an overall sense of a general direction or preferred future direction for an organization. This mission is tempered by knowledge of a community and trends. There is no direct attempt to "predict" the future but rather forces and trends which may affect an organization are identified, and an organization focuses on these to produce practical actions (Balmer, 1986).

The key element is information – information made available through research and evaluation, two pillars of the strategic planning process.

WHAT IS RESEARCH?

"Research" strikes terror into the minds of some people. They view research as mostly mumbo-jumbo or deliberate obscenity. Disreali once said, "There are three kinds of lies: lies, damn lies, and statistics." Thick research books written in unintelligible jargon and crammed with dazzling but indecipherable data tables have contributed to this view.

Other people see research as a sacred calling and the last outpost of rationality in a mad world. Only a certain chosen few are allowed access to the methods and techniques of research. Although the work is difficult and slow, it is the only genuine way to accumulate knowledge and must be protected against the mob.

Neither of these views is correct. Research is simply a way of getting information and we all need information in order to do our jobs. We don't always have all the data we need to inform us of the actions we should take.

Research involves collecting, analyzing and interpreting data. This is done in a way that is clear, accurate and defendable. Research can provide the information to assist the solution of problems and the answering of questions that arise in the management of the park and recreation system. It tells us about the nature of services, facilities, trends and programs; about the environment, and about the community and its citizens. Research helps generate the data and concepts required to guide practitioners in parks and recreation to better understand the conditions of society and provide the necessary services and facilities.

Research can be as complicated or as simple as the task demands. The major steps in a research project are straightforward. They include: defining the objectives, deciding on a method, gathering the information, examining the findings and recommending the appropriate action. Action research should be, the final outcome of all good practical research. It is the real purpose of applied research to do something about a problem or a question.

Specifically, applied research:

- is directed toward specific, identified and prioritized sets of problems;
- is directed toward specific levels of decision making and policy;
- has research results translated into operational change.

Research and Understanding the World

Research, in its most basic sense, is a method for finding our way around the world and its transformations. It's a way to explore and establish a better fit between our expectations and plans to real events. There are a variety of ways that research fits into the environmental scanning component of strategic planning. This essentially involves an attempt to understand trends and events that may affect leisure service delivery, including an attempt to understand the needs of clients/customers.

Essential analyses to carry out include:

- –inventory of facilities, programs and services in all leisure sectors (this is frequently very difficult, e.g., because of varying definitions of what constitutes a "program");
- –usage analysis, focussing on the type, nature and pattern of use (this is also difficult due to differences in attendance or participant recording);
- –social indicator analysis including a cohort demographic analysis with projections;
- –demand analysis, i.e., examination of expressed needs (often these are not recorded, e.g. when individuals contact local recreation offices, this data could be helpful);
- –review of satisfaction patterns with current services (strictly speaking, this is an evaluative activity);
- –analysis of barriers to participation (often overlooked);
- –trends analysis – in leisure behavior, economics, technology, social change, and so (for a method, see Balmer, 1986).

When these analyses are planned, an organization should answer the following questions:

1. What questions are the analyses intended to answer? (Why gather the data?)
2. What specific data will answer the questions enumerated in 1.? (What is the source of the data?)
3. How accessible is the data? (Does it currently exist?)
4. What degree of precision is acceptable? (impressionistic to validated)
5. How should the data be collected?
6. What resources (staff, time, dollars, computer time, etc.,) are required to obtain/analyze the data?
7. In what form should the findings be presented?

Addressing these questions prior to undertaking any research will result in information more helpful for decision-making.

First on the Agenda: Last on the Budget

by
George B. Cuff

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The Weight of Change

To say that we live in a world of change is, of course, rather trite. Indeed, as many reputable authors have pointed out, we have experienced more change in the 1980's than in the past seven decades combined.

The beginning months of the 1990's, if they are to be viewed as a forerunner of what is to follow, quickly tell us that societal changes are proceeding most rapidly. The changes in world politics, political structures, economics, philosophies, defence strategies and so on must surely be viewed as remarkable – even for those of us who have already witnessed the considerable changes of the past decade.

I am almost reluctant to comment on any matter specifically. It would be better to submit an article to the local paper as a "letter to the editor" and hope that it was published the next day for fear that it too would be irrelevant by the time the article was published!

I can recall being in China with my wife (April, 1989) on a tour on behalf of the Federation of Canadian Municipalities. I taught a seminar on strategic planning for 150 Mayors and Vice Mayors in Nanjing. Two days later we strolled through Tien An Men Square in Beijing. One day later, the students occupied the square. Three weeks later the Government quelled the demonstration with excessive force. Just 22 days earlier I was remarking that the Chinese government appeared quite comfortable in releasing their enveloping bonds somewhat to allow for economic unions with the West. I am pleased I was not so overcome by emotion at the time that I might have been propelled to write to the government extolling their wisdom.

The Frustration of Prophecy

For me, or anyone, to comment on the relationship of recreation funding to a global municipal budget concept as reviewed, discussed, approved and regulated by any municipality is questionable at best. If dramatic shifts in policy are possible in Eastern Europe, there may yet be hope for policy changes here in Canada in terms of how recreation budgets are handled.

Putting aside, then, any notion of massive political change in Canada, what might be said about the status of recreation funding vis-à-vis a total municipal budget? Let me try to convey what I perceive to be as "certainties".

The Certainties of Local Government

It is certain that municipal Councils (and boards) will always be forced to determine what services are most versus least important. As the final arbitrators in most instances (recreation boards/commissions in some others), Councils will meet to allocate scarce financial resources to a multitude of services/programs and demands. The process may vary somewhat, but, in the main, Councils will be confronted with a scaled down version of the "wish lists" of the administration. Through various procedures, Councils will have to choose which programs must be reduced in comparison to those whose funding is to increase.

It is certain that the demands on Council will exceed the funds available. This is how it has always been and possibly always will be. Our appetites will not be matched by the plate set before us and thus choices will need to be made. Whereas Council has in its mind a 4% ceiling on tax increases, the proposed budget will be presented at plus 4%. Unless increased revenue sources are found, cuts in expenditure will be made. Weeping and wailing will be heard.

It is certain that many laudable programs and projects will be left on the table. A creative staff and demanding public will ensure that good, worthwhile projects continue to be brought forward, year after year. Eventually, the most promising ones, at least politically, will survive the slaughterhouse floor and be approved, unscathed by Council or its finance committee. A faint "amen" will be heard from the recreation committee chairman who will still be in the back of the room, receiving the sincere congratulations of the recreation department head – but missing out on the deserved acclaim of the moment. (As usual, those with the most credit to claim, are the least recognized. Such is the history of the well-meaning yet naive).

It is certain that the impact of cutbacks federally will have a cascading impact provincially and municipally. The feds will blame the growing national deficit for the cutbacks in provincial funding; the province will blame the feds; the municipalities the province; the people the politicians. Thus it has been – thus it will forever be. Nonetheless, these cuts will be experienced nationwide with the final result being increased property taxes because municipal politicians realize that ratepayers expect something tangible for their departed funds. Other levels of government will find it considerably easier to cut budgets recognizing that the impact of those decisions will be on another level of government as opposed to the individual taxpayer. The local Councils will not find cutting that painless.

Well-Meaning but Ill-Advised

My experience tells me that local politicians, first and foremost, are, for the most part, very sincere. They promise services which appear to be demanded by at least some of the citizenry. They convey those promises to their first few meetings of Council until it is obvious that some will fall on deaf ears. If they are wise politically, they will find a public forum and announce that they tried but that their efforts, in some selected areas, appear to be in vain. Next year will be a different story or so it is thought.

Much of the battle for primacy on the agenda of Council is fought, won and lost, of course, long before Council sees the battle. Municipal treasurers, heads of public works and city managers are often not the greatest supporters of the "soft" services. Sure, they recognize that "the times are a 'changin" and that the great unwashed seem to desire more and more recreation, culture and social programming. And yet, there is that debt to service; those roads to maintain; equipment to buy; computers to upgrade and status to maintain.

Unless Council had engaged in some form of strategic planning and has developed a process for developing a vision for the future, many of the big decisions on priorities are made long before the draft budget is presented. Then Councils bog down in discussions regarding percentages and dollars and mill rates – not focusing on what was important when they ran for office.

Council As Decision-Makers

Does this make the recreation field's phobia about being given the shaft, while other departments continue to mine, the fault of the bureaucrats? Not at all. As usual, the fault, if there is any to be placed, belongs with the ultimate decision-makers – your Councils. Either they believe their campaign promises or they do not. Either they have some basis for their observations or they are easily swayed. Either they agree to focus their energies eventually on their own agendas or they become enveloped and buried in the morass of minutiae and administrivia. Either they place their energies on a broader vision or they allow themselves to

Premier point à l'ordre du jour, dernier point au budget

par
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Quelle place occupent les loisirs dans le budget d'une municipalité? Il est évident que le Conseil municipal, au moment de décider de la part du budget qui revient à chacun, est confronté à une liste réduite des «souhaits» de l'administration. Il est tout aussi certain que les fonds dont il dispose ne lui permettront pas de satisfaire toutes les demandes qui lui sont faites et que les compressions budgétaires du gouvernement fédéral ont des répercussions directes au double niveau provincial et municipal. Malheureusement, nombre de projets et de programmes valables devront ainsi être mis à l'écart. En effet, le gros de la lutte pour avoir la priorité à l'ordre du jour se fait bien avant que le Conseil s'en aperçoive. En effet, à moins que le Conseil ait déjà une planification stratégique ou encore un plan pour l'avenir, une grande partie des décisions sur les priorités seront prises bien avant la présentation de l'ébauche du budget. Les membres du Conseil se perdent ensuite en discussions sur les pourcentages, les montants et les taux, et oublient les questions qu'ils avaient pourtant juré de défendre durant leur campagne électorale.

Divergences de points de vue

Il n'est pas rare de voir des gens de bonne volonté perdre de vue les buts qu'ils s'étaient fixés lorsqu'ils sont placés devant ce qui semble des considérations budgétaires omnipuissantes et un réseau inextricable de règlements. Peu de membres du Conseil ont réussi dès leur premier mandat à rallier bien des appuis à leurs objectifs, surtout lorsque la majorité du Conseil est formée de la «vieille garde».

Éventuelles solutions de rechange

Que peut-on donc faire? Il faut d'abord prendre conscience des réalités de la vie d'aujourd'hui, ensuite acquérir une certaine habileté à la défense de questions d'intérêt, puis bien comprendre que les sujets ne revêtent pas tous la même importance et enfin former des alliances, ce qui permet d'entreprendre un projet de loisirs de pair avec une autre municipalité, entre autres.

On ne peut plus considérer les loisirs comme une entité indépendante des autres. Dans tout projet de planification à long terme, il devient important de signifier l'interdépendance qui existe entre les loisirs et les autres services et besoins municipaux.

Il est possible que tous ne partage pas mon avis, mais je crois que le regroupement de l'entretien des parcs avec la prestation des services et des programmes de loisirs se fait au détriment de ceux-ci. À mon avis, les loisirs municipaux gagneraient à ce que les programmes culturels et récréatifs, les entreprises conjointes dans les municipalités et les événements spéciaux fassent l'objet d'efforts plus intenses et d'une plus grande concentration.

luxuriate and vegetate beneath the flow of paper and interminable agendas and meetings.

The pessimist may paint a picture of an uncaring Council caught up in other priorities, having lost sight of its public agenda. The pessimist may express the view that politicians say what seems to be publicly palatable at election time and then quickly lose sight of those aspirations in light of the burden of other issues.

Conflicting Agendas

Others may take the time to recognize the challenges, difficulties and competing influences which Council members face the moment they assume public office. It is not infrequent that well-meaning people lose sight of their personal agenda in light of what seems to be over-powering budget considerations and regulating entanglements. Seldom have individual members of Council been successful at the outset of a first term in marshalling sufficient support for their own objectives, particularly if the majority of Council is representative of the "old guard".

Further, the life of the Council candidate is relatively uncluttered by competing influences vis-à-vis that of a neophyte politician. The new Councillor is very quickly under siege by this group and that, with seemingly supportive and sympathetic causes. Often, however, these new "agenda items" are allowed to crowd out the pre-election commitments which now seem so distant.

Just for a moment consider whether or not this also happens to politicians in other levels of government. One need look no further than the federal scene where two Conservative majorities have been elected on the promise of less but better government. And what has happened – we are just now beginning a discussion about down-sizing future expenditure levels. Little, if anything, has been cut from current and ongoing expenditures. And yet that has been the best a fiscally right-wing party has been capable of delivering. Confronted by an entrenched bureaucracy, historical program commitments and sincere pleas from all parts of Canada to preserve this program or that, the federal party in power has done its best to simply hold the line (subject, of course, to John Crow and interest rates).

Potential Alternatives

What can be done by those who are lost in the recreation vineyard? Might I suggest a few strategies. Firstly, there needs to evolve a better, more clearly thought out recognition of present day realities. There are ongoing budget stresses, and current federal efforts to off-load will not be helpful. A proactive recreation manager or board will reflect a sensitivity to that phenomena. Discussions with the chief administrative officer or Council will be prefaced by a desire to pitch in and help out where possible.

Secondly, much more needs to be done to develop skills in moving agenda items forward. Efforts expended internally are not sufficient. Councils need compelling evidence that public views are at stake. Politicians' antennae are more often energized by public demands than bureaucratic entreaties.

Thirdly, not all issues or projects are similarly important. Earthquakes typically register differently on the Richter scale. So, too, do issues and projects. An assumption should be made that all projects will be viewed as having equal redeeming qualities. Yet, even though many are called, only few will be chosen. Recreation managers and advisory boards must learn the art of separating the truly important and politically palatable from the "nice to have but little public impact".

As a fourth suggestion, I would agree that linkages and alliances need to be developed so that one recreation project can be seen in tandem with another municipality service priority. A new park development can help reduce public opposition to a Council-favored high density development. A new community centre with a multitude of potential uses could certainly house the indoor space needs of the seniors and teens. A new library and multi-use room could be the angle Council needs as addition to their sought after new city hall.

Recreation and leisure needs can no longer be viewed as stand-alone causes. Their interdependence with other municipal services/needs should constantly be brought to the forefront of any longer-term planning project.

Finally, and perhaps objectionable to some, I would argue that the importance of leisure services and programs is diminished by combining the delivering and facilitation of these with the maintenance requirements of parks and facilities. The considerable financial burden of maintenance often consumes the majority of leisure dollars without resulting in any new initiatives. Further, such a mandate is generally not thought to be cost effective, particularly in smaller centres where equipment and manpower pooling appears to be more practical. Perhaps a more concentrated and concerted effort in the areas of recreation and cultural programming, joint community initiatives and special events would be of greater benefit to the leisure base of the community.

George B. Cuff is a well known Municipal Management Consultant with clients across Canada. He has a unique background combining a degree in Recreation; experience as a local Director of Parks and Recreation; a Mayor of Spruce Grove, Alberta, for 12 years (1977–1989); a past president of the Federation of Canadian Municipalities. His management consulting firm, George B. Cuff and Associates Ltd. is located in Edmonton, Alberta.

Conceptualizing the Benefit of Public Leisure Services

A Challenge For The 1990's

by

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INTRODUCTION

Public sector investment in leisure services expanded dramatically in the affluent 1960's and 1970's across Canada. For example, during the 70's the City of Winnipeg constructed 42% of it's present stock of arenas and 66% of all public pools. They were, by no means, alone in this regard.

Professional staff and their political leaders focussed on a relatively narrow range of facilities and services (parks, playgrounds, playing fields, pools and indoor arenas). These were perceived not only to be the most popular developments, but also the ones most likely to respond to perceived needs related to fitness, provide constructive activity for our youth, and enhance urban environments.

The 1980's brought:

- demands for many additional services from taxpayers who had many different interests and needs
- a more sophisticated public understanding of the roles that leisure, recreation opportunities and open space can play in our lives
- a realization that the escalating user fees associated with these relatively expensive facilities were beyond the reach of many of the ultimate investors – the individual taxpayer and his or her family
- a public economy characterized by restraint, making it virtually impossible to "buy our way out" of the dilemma that had been created – a narrow range of services appealing to a limited market and an equally narrow set of perceived public benefits.

In response to these concerns, new strategies, attitudes, policies and terminology were developed. The attitude that "biggest was best" and a preoccupation with corporate growth and empire building of the 70's were gone. These attitudes gave way to strategies such as "doing more with less," the tax revolt, enabler and facilitator, privatization, integrated strategic planning, co-operative development, basic services, voluntary simplicity, cost benefit analysis and value-for-money audits. Not all of these responses were found to be beneficial.

It is hard to predict with much certainty what lies ahead in the 1990's. It is likely however, that restraint and competition for resources will increase in the public sector at a time when major infrastructure re-development will be necessary. Competition from the voluntary and commercial sector will increase and technology and social change will have a major influence on the way we manage our resources and live our lives. As these and other pressures continue to grow, it will become increasingly more important to have the "right tools" with which to account for, measure and justify continued allocation of public resources to leisure services. Justifying services on the basis of blind faith, perceived benefit and unmeasurable social goals will no longer be enough.

In the 1970's the value and benefit of leisure services were evaluated on the basis of the number of people who participated. In the 80's, more rigorous economic analysis was used in an effort to quantify the value of leisure services. The problem with this approach was that many essential, subsidized social/recreation programs, serving people with limited resources, were dropped in favour of those that could pay their way. The result was predictable. Public leisure services moved toward entrepreneurial objectives, created barriers to participation for many users and came in conflict with the private sector who believed public agencies were competing unfairly in the market place.

This article attempts to conceptualize and clarify the many benefits of public leisure services and review recent initiatives to develop more appropriate measures and analytical tools to evaluate and justify these services. As well, the article focuses on a unique approach to measure the benefits of recreation (a benefit index), thereby providing the basis for decisions with respect to the allocation of public resources to leisure services.

DESIGNING THE YARDSTICK

The value of conceptualizing the benefit of leisure services, and developing adequate tools with which t

measure these benefits, cannot be understated. Lord Kelvin (Katzer, et al., 1982) said that "if you can't measure it, you don't know what you are talking about." He believed that no profession would advance if its theories and practices were based on concepts that were unmeasurable. While this may or may not be true, the reality is that other public services use more sophisticated approaches to substantiate their services and leisure services must find ways to compete on an equal basis.

It is perhaps true that in the past, recreation professionals and policy makers relied heavily on tradition and myths, rather than on research and evidence to make decisions. This attitude was based, in part, on the belief that it was unnecessary to measure those things that were intuitively known to be true. Until recently, it was believed that the benefit of recreation was one of those things that fell into this category.

The dilemma for leisure service organizations is, that while each recreation activity or service is seen to have benefit in and of itself, there is now a need to quantify and prioritize this benefit, not only in relation to other recreation activities, but in relation to other types of public services as well. Clearly, the exclusive use of economic impact models to undertake this task places leisure services at a disadvantage. Unlike other "hard" services, the outcomes of social programs are difficult to scientifically measure with much accuracy. The difficulty associated with measuring social programs is not in accounting for the extent of resource allocation, but in assessing the social benefit which results. The question that recreation professionals always ask is, "how do you measure the smile on a child's face?" To date, both economic and social impact models have been incomplete and unable to satisfactorily answer this and other questions related to the benefit of leisure services.

Measuring Benefit With Economic Models

Webster defines benefit as "something that does good." The question that this definition raises is: How much good does it do in relation to the resources necessary to provide it?

Martin and Mason (1984), in their article on "The Economic Impact of Leisure," suggest that economists generally believe that the role of leisure can be measured in relation to:

- economic output and industrial structure
- employment and working patterns
- consumer's expenditure
- government spending
- investment in fixed capital
- international trade

Their article, however, calls for an integrated approach to assessing leisure which combines both economic and social assessment models.

Reid and FitzGibbon (1988), present a community recreation impact model, developed by Berger and Stam, which evaluates the net benefit to the community by determining the size of the local economy, the surplus program revenue and the estimated impact of the surplus revenue upon the local economy.

While most economic impact models contribute greatly to the quality of analytical data, they are incomplete and limiting in that they reduce to economic terms those things that often require a much broader interpretation of benefit. Rigorous statistical and mathematical models are difficult to apply to the products and outcomes of leisure and recreation such as joy, self-image, mastery, satisfaction, aesthetics and community livability. The reality is, that social policy and programs are value based and therefore dependant on norms, expectations, social status, community culture, social networks, community organizations and institutions and political will. They respond to the fundamental question – what kind of community do we want to live in? The answer and value of resulting services often can't be measured solely on the basis of their economic return.

Once again, it is important to emphasize that economic impact models often overlook the primary mandate of public leisure services, that is, to provide recreation opportunities for those who would not otherwise have access to these services either directly or indirectly. Leisure and recreation contribute more to the quality of individual and community life than merely economic spin-offs. If economics and profit margin continue to be the primary raison d'etre for public leisure services, then in the 90's they will increasingly only be available to those who can afford to pay for them.

Measuring Benefit with Social Impact Models

It is true that leisure has an impact on the economy. It is equally true that social factors influence leisure behaviour and that leisure behaviour has an effect on social factors and conditions. There has, however, been less research done on the social impact of leisure than on its economic impact.

Recognizing that the benefits of leisure services go beyond economics, the City of Winnipeg undertook a review of existing data on the inclusive benefits of leisure services to assist in the defence of it's Parks and Recreation budget. Mark Searle (1989), on behalf of the city, examined 3,854 journals as well as conference and research symposia proceedings, theses, government reports and textbooks. Searle identified 130 citations related to the benefit of leisure services and the contribution recreation makes to the quality of life. His work identified four large categories of benefit, namely:

- the individual
- the economy
- the environment
- the general community

He found that, "recreation has substantial benefits for the individual participant, the potential for recreation to have a positive effect on the economy, to positively influence the environmental quality of the community and

to increase the desirability of a city as a place to live."

Much of the work cited by Searle utilized traditional quantitative/statistical research models, particularly in the economic impact area. Some of this research however, used applied research techniques in the form of ethnographic/qualitative models, often more suited to the study of leisure and recreation benefits. The review undertaken by Searle represents a good beginning by highlighting what is now known about the broad benefits and impact of recreation and leisure.

What is now needed, is a greater emphasis on creative new research that views leisure in a qualitative sense and the communication of research findings to create greater public awareness and political support. One such initiative is the development of a "benefit index" by Harper and Balmer (1989).

Evolution of the Benefit Index

In recent years it has become evident that there is little evidence of the benefits of leisure service, limited consensus about the definition of "basic services" and disagreement about the role of the public sector in the delivery of leisure services. This lack of clarity has led to confusion about the extent to which certain services should fall within the mandate of the public sector and be worthy of tax support. Harper and Balmer (1989) believed that decision makers needed more information on the reasons why taxpayers were willing to support various parks and recreation services, and a means of establishing the extent of tax support justified for these services. They developed the "benefit index," a method by which the merits of various services could be evaluated relative to other leisure services. The "benefit index" evolved out of earlier work by Johnston, Crompton and Beres dealing with the creation of a basic services model.

Johnston (1979) concluded that public subsidy could not be justified solely on the basis of "satisfying public demand." He recognized that public subsidy could only be justified when recreation services provided a direct or indirect benefit to all residents resulting in individual and/or community growth and development. The presence of public good and universal benefit, he suggested, was the justification for tax subsidy.

Efforts have been made in recent years to develop a more analytical tool for measuring and conceptualizing basic public leisure services and determining the justification for public involvement. A basic services conceptual model, developed by Crompton and Howard (1980) viewed recreation services on a continuum and defined three categories of activity. The first category was public services where clearly everyone in the community benefits and all costs are offset through general taxes. The second category was defined as merit services where the participant in the activity received the primary benefit although there was some general benefit to the community. In this case, the user was expected to pay a portion of the costs in relation to the personal benefit received. At the other end of this continuum, were services which were viewed as private, or those in which the participant received all of the benefit and therefore, was expected to pay the full cost of the service.

Beres (1985), Soles (1982) and Brimacombe (1984) developed an applied "basic services model." This model used a system of evaluative criteria and a scoring matrix to place in priority order, services deemed worthy of public support. The criteria required that a service must meet the "philosophical fit" of the department and be socially worthwhile, reasonably accessible, contribute to human development, be carried out in a safe environment and respond to a clearly defined and proven need. This early work in the area of benefit and basic service led to the development of the "benefit index."

THE BENEFIT INDEX – A SOCIAL IMPACT MODEL

It is recognized that people seek widely different benefits from recreation programs and have widely varying resources with which to access leisure services. As Crompton and Lamb (1986:10) pointed out, "people spend their money, time and energy resources with the expectation of receiving benefits, not for the delivery of services themselves. Citizens don't buy programs or services, they buy the expectation of benefits." It is these benefits that the "benefit index" was developed to define, measure and promote as the basis for decisions with respect to subsidy for recreation programs and leisure services.

The Process

The "benefit index" was developed during 1986, to provide input to Calgary Parks and Recreation's "Policies and Priorities Plan." The process involved three steps:

1. a literature review to identify the most common reasons given for taxpayer support or subsidy of various parks and leisure services – the perceived benefits
2. a local study of key decision makers and community leaders attempting to rank the relative importance of each benefit, and,
3. a national panel (or survey) asking experts to assess the degree to which each traditional service (pool, arena, playground, youth program, etc.) helps respond to the perceived benefits.

The literature yielded 21 benefit statements that could be grouped in 5 categories: personal, social, economic, environmental and intangible. (See Table 1- Typology of Benefits).

Deciding the relative importance of each of the 21 benefits was seen as a local "political" matter. A survey was sent to aldermen, parks and recreation board members, city commissioners, senior civic department heads, parks and recreation senior staff, community association presidents and service clubs. Traditional vested interest groups speaking on behalf of current users were not included. The steps revealed that the "community" placed highest priority on the following 5 benefits: (See Table

TABLE 1. TYPOLOGY OF BENEFITS

I. PERSONAL BENEFIT
1. individual growth and development
2. % of population using regularly
3. % of population who might use the service
4. basic service to poorer residents

II. SOCIAL BENEFIT
1. prepares individual to co-operate with others
2. prevents social problems
3. develops strong communities
4. reduces health problems and costs
5. opportunities for the underemployed
6. integrates disabled, disadvantaged and socially alienated

III. ECONOMIC BENEFIT
1. saves property owners expense
2. increases property values (and taxes)
3. attracts tourist industry
4. job creation
5. attracts industry
6. stimulates leisure retail industry

IV. ENVIRONMENTAL BENEFIT
1. community visual appeal and function
2. protection of natural environments
3. avoid costly damage due to mismanagement of the ecological system

V. INTANGIBLE BENEFIT
1. contributes to civic identity and pride
2. desire to replace volunteer effort

2 for complete ranking)

1. Basic services to poorer residents
2. Protection of natural environments
3. Civic identity and pride
4. Community visual appeal and function
5. Develops strong communities

The national panel of experts was then surveyed to seek objective opinions regarding the extent to which the 19 department services responded to each of the 21 benefits. Table 3 below summarizes the findings of this step. As an example, according to the national panel, if you were interested in "preparing individuals to co-operate with one another," you should invest in community sports fields and recreation programs for children and youth. If, on the other hand, you were trying to provide a basic service to poorer residents, you might prefer to focus on natural areas and neighbourhood and community parks.

The purpose of the project however, was to provide decision makers with clues as to which services the taxpayers (user and non-user) is most prepared to subsidize. A composite "benefit index" was therefore calculated for each service by using the relative importance of the benefit as a weighting factor and adding up all the benefit ratings assigned by the national panel to each service (weighted).

TABLE 2. BENEFITS RANKED IN ORDER OF IMPORTANCE

RANK	BENEFIT	MEAN
1.	Basic Service to Poorer Residents	7.51
2.	Protection of Natural Environments	7.19
3.	Civic Identity and Pride	7.08
4.	Community Visual Appeal and Function	7.02
5.	Develops Strong Communities	6.90
6.	% Of Population Using Regularly	6.32
7.	Individual Growth and development	6.10
8.	Avoidance of Costly Damage Due to Mismanagement of the Ecological System	6.06
9.	Prevents Social Problems	5.92
10.	Reduces Health Problems and Costs	5.76
11.	Integrates Disabled, Disadvantaged and Socially Alienated	5.70
12.	Job Creation	5.38
13.	% Of Population Who Might Use	5.18
14.	Assists Tourist Industry	5.16
15.	Attracts Industry	5.10
16.	Prepares Individual to Cooperate With Others	5.08
17.	Increase Property Values (and Tax Revenue)	4.73
18.	Opportunities for Underemployed	4.67
19.	Desire to Replace Volunteer Effort	3.78
20.	Saves Property Owner Expense	3.76
21.	Stimulates Leisure Retail Industry	3.64

Table 4 below summarizes the results. In Calgary, at least, the taxpayer is most interested in helping to provide natural areas, regional parks, athletic parks, and neighbourhood/community parks (including local playing fields). The traditional decision-maker should review these findings carefully given our recent preoccupation with the development of indoor pools and arenas.

The benefit index was used in this case to determine the benefits which were perceived to result from leisure services in the City of Calgary and to establish a more rational and analytical basis for resource allocation. In general, it would appear that the community places less emphasis on economic factors and benefits than do contemporary policymakers. There was strong support for basic services that provide a direct or indirect benefit to all residents whether or not they are users or non-users. There would likely be no major objection to continued provision of lower-ranked services, as long as the user picks up a larger share of the cost allowing tax support to be directed at basic services and broader benefit-related priorities.

It is likely that this approach would prove useful in other communities interested in evaluating their services and establishing a rational basis for tax subsidy. Only the benefit ranking would have to be generated locally. The results of the literature review and national survey could be reapplied in another urban setting.

TABLE 3

Service Ratings by National Panels

BENEFITS	Services: Pools (Indoor)	Pools (Outdoor)	Wading Pools	Arenas	Natural Ice Rinks	Golf Courses	Athletic Parks	Community Sport Fields	Community Art Centres	Lawn Bowling	Neighborhood Mini Parks	Neighborhood Comm. Parks	Regional Parks	Natural Areas	Pre-School	Children Rec. Program	Youth/Teen Rec. Program	Adult Rec. Program	Senior Rec.
Individual growth and development	8.2	6.4	6.2	7.1	5.8	6.4	7.4	7.6	7.4	5.6	6.5	7.3	7.2	7.2	7.1	7.9	7.9	7.3	7.
% of population using regularly	6.7	5.1	4.7	6.2	4.7	4.7	6.0	6.6	5.3	3.3	6.0	6.3	6.4	5.7	5.6	6.5	6.0	5.6	6.
% of population who might use	7.2	5.5	4.8	6.5	4.7	5.3	6.0	6.7	5.6	3.8	6.8	6.8	6.7	6.5	5.5	6.5	6.2	6.2	6.
Basic service to poorer residents	7.8	7.3	7.6	6.4	7.3	4.2	6.8	8.0	6.7	4.2	8.2	8.8	7.5	9.6	7.2	8.0	7.9	6.4	7.
Prepares individual to cooperate with others	5.9	5.5	5.0	6.5	5.6	4.2	6.9	8.5	6.2	4.5	5.5	6.1	5.1	4.7	7.1	7.7	7.8	7.0	7.
Prevents social problems	6.0	5.5	4.2	5.9	5.0	3.3	6.7	6.4	5.5	3.0	4.5	5.5	4.7	4.3	5.5	7.1	7.6	5.6	6.
Develops strong communities	6.3	6.0	5.8	7.0	6.1	4.0	7.2	7.1	6.8	4.4	6.7	7.5	5.6	5.3	6.6	5.0	7.5	7.2	7.
Reduces health problems	8	7.1	5.0	6.9	6.3	5.6	7.1	7.4	6.1	5.2	5.1	6.8	6.5	6.3	5.8	7.2	6.3	6.1	6.
Opportunities for underemployed	5.2	4.7	2.3	4.8	4.0	3.4	5.2	4.9	5.1	3.0	2.9	4.2	3.8	3.0	3.3	3.7	5.5	4.1	4.
Integrates disabled etc.	7.3	6.4	5.3	4.8	4.3	3.6	5.4	5.7	6.8	3.9	5.9	6.4	5.7	5.3	6.0	6.5	6.8	6.7	6.
Saves property owners expense	6.3	6.5	5.1	5.4	5.6	4.8	4.8	5.2	4.9	3.9	5.4	5.3	5.2	4.8	5.9	6.0	6.1	5.9	6.
Increase property values	5.4	6.5	4.7	4.4	4.0	5.1	5.9	5.4	5.2	4.6	6.8	6.8	6.8	6.9	5.2	5.4	5.0	5.0	5.
Assist tourist industry	6.7	5.1	4.5	5.4	4.3	7.1	7.7	6.6	6.1	3.9	5.5	6.3	5.9	6.1	5.7	5.8	5.8	5.6	5.
Job creation	6.3	5.4	3.7	6.1	3.4	2.8	6.4	4.8	5.2	3.0	4.2	4.4	3.4	4.1	5.7	5.7	5.8	5.7	5.
Attracts industry	4.9	3.9	2.5	4.9	2.3	2.9	5.5	4.0	4.6	3.8	2.8	3.0	6.4	6.0	2.1	2.4	2.3	2.4	2.
Stimulates leisure retail industry	5.1	4.6	3.0	6.9	4.7	6.9	6.5	6.2	5.9	2.9	2.9	3.5	4.1	3.3	3.3	4.8	5.0	5.4	4.
Community visual appeal	5.3	5.0	5.2	4.1	4.9	5.3	6.5	6.4	5.0	5.7	7.1	7.8	8.7	8.7	2.8	2.9	2.9	2.9	3.
Protection of natural environment	1.2	1.4	1.7	1.1	2.3	3.1	3.6	3.8	1.5	2.8	5.7	5.8	8.2	10.0	1.6	2.3	1.8	2.1	1.
Avoidance of costly damage to environment	1.3	1.2	1.2	0.9	1.4	2.5	3.2	3.3	0.8	1.9	3.8	4.8	7.3	8.5	0.9	1.5	1.5	1.6	1.
Civic identity & pride	7.4	5.6	4.4	7.4	4.1	7.1	7.5	6.5	6.8	4.8	5.8	6.4	6.6	7.6	5.2	5.7	5.6	5.8	5.
Desire to replace volunteer effort	5.4	5.4	3.2	3.8	4.1	5.1	5.3	4.9	4.7	4.7	4.5	4.9	5.1	5.8	5.7	5.7	5.6	5.6	5.
AVERAGE	5.90	5.24	4.29	5.75	4.51	4.78	6.76	6.0	5.34	4.04	5.36	5.94	6.04	5.75	4.94	5.44	5.57	5.25	5.
RANK	5	14	18	6	17	16	1	3	12	19	11	4	2	7	15	9	8	13	11

Average score: Each service rated on scale 0-10

SOME OBSERVATIONS AND A CHALLENGE

It may be some time before it is possible to "measure the smile on a childs' face." It may not be possible to determine whether garbage pick up is more important than leisure services, either. Perhaps the answer to these questions is less important, when we already know intuitively that there are many benefits to leisure services. What is important, is that we continue to seek ways to create a better conceptualization and understanding of the dimensions of leisure. Many of the questions related to the benefit of leisure cannot be answered scientifically. They are not a matter of right or wrong or good or bad, but rather, they relate closely to the values we share and the kind of community we want to create. These questions are a matter of political will, public awareness and an interest in creating balance in our communities.

The principle implications of the benefit index as a tool to study the development of leisure services, is for administrators to be aware of the many benefits which result from participation in recreation activities and emphasize these benefits as a justification for tax suppo It is essential that decision makers be made aware th recreation services lead to individual personal growt economic development, environmental enhancement a community growth and development. As a result t community becomes a better place to live. This task c be more readily accomplished by the use of a systemat qualitative evaluation procedure. Once the evidence available, leisure services will be in a better position compete on an equal basis with other civic services resources in the 1990's and beyond.

The challenge ahead of us is clear. In order to contin to be accountable, justify services, allocate public sources appropriately, educate the public and decis makers, and to emphasize the benefit of leisure servi in a changing society, it will be necessary to:

- continue current research initiatives and deve more qualitative and applied approaches;
- develop better communication networks betwe communities to share information and ideas;

TABLE 4. RECREATION SERVICES RANKED IN PRIORITY ORDER

RANK	SERVICE	SERVICE RATING
1.	Natural Areas	36.34
2.	Regional Parks	35.02
3.	Athletic Parks	34.95
4.	Neighbourhood/Comm. parks	34.53
5.	Community Sports Field	34.41
6.	Indoor Pools	33.32
7.	Youth/Teen Rec. Programs	31.67
8.	Neighbourhood Mini Parks	30.66
9.	Arenas	30.55
10.	Childrens' Rec. Program	30.49
11.	Community Art Centres	30.29
12.	Pre-School Programs	30.09
13.	Senior Rec. Programs	30.07
14.	Adult Rec. Programs	29.29
15.	Outdoor Pools	28.99
16.	Golf Courses	26.90
17.	Natural Ice Rinks	25.35
18.	Wading Pools	24.50
19.	Lawn Bowling	22.13

- encourage practitioners to publish and disseminate results of studies and research undertaken in their communities of benefit to other communities;
- communicate more with policy makers and the public to create an awareness and understanding of the value of leisure services;
- work more with other civic departments which share the goals of the parks and recreation department; and
- involve the community more in decision making.

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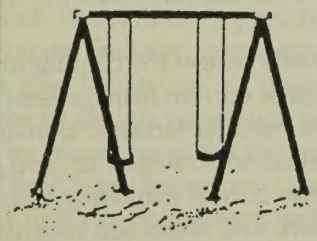

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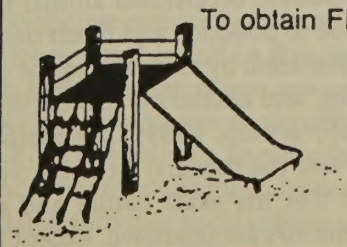

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Community Research

and

Evaluation Strategies

For the 90's

by
James Goho

Parks and Recreation Department
City of Winnipeg

INTRODUCTION

Recently, Johan Huizinga (1980) has argued that throughout history the most civilizing activity for people has been play. His historical research showed that over time, games and leisure explorations have resulted in new ideas and new visions. People playing in their leisure time produced innovations and change that caused real progress for communities (cf. Russell, 1935).

During the coming decade we will all need play in order to successfully adapt to new physical, social and economic environments. Park and recreation organizations can perform a meaningful role in encouraging "play" to develop a wider array of community and individual choices and options to help manage in the changing world.

Transformations in technology, economic conditions, ecology, socio-demographics, values, and social welfare are common now and, in all likelihood, these transformations will accelerate in the 90's. Many recent studies have explored the new opportunities and new threats for organizations in uncertain times (Cohen and Shannon, 1984; Drucker, 1980; Naisbitt, 1983; Toffler, 1980). There will be considerable pressure on societal institutions to adapt and to adapt rapidly to irregular and unpredictable change. Park and recreation organizations will be subjected to the same stress as other societal service systems. Yesterday's and today's programs, sites, and facilities may no longer meet tomorrow's needs.

In the 90's, park and recreation managers will be called upon to be more creative and more accountable in adapting the leisure service system to continuous change. In an environment of uncertainty, it is essential that organizations clearly and thoroughly articulate their purpose and mission; continually study the physical environment and human needs; define and re-examine the relevance of objectives; investigate and implement pro-active strategies; and monitor the results of plans that are designed to take the leisure service system from the current reality into tomorrow.

This article will briefly review the coming uncertainty of the 90's, elucidate some current management problems and issues, outline the need for strategic thinking, elaborate research and evaluation strategies to help deal with change, and discuss the critical marketing re-orientation required for public park and recreation organizations to meaningfully evolve in the environment of the 90's.

CHALLENGES FOR MANAGEMENT

In a decade of uncertainty, managers cannot assume that tomorrow will be an extension of today. In the unknown times ahead, traditional economics will be increasingly subject to disruption. The impact of free trade is yet to be fully felt.

Indications are that there will be major environmental catastrophes encompassing accelerated animal and plant species extinction due to pollution and forest destruction, increased lake and tree death by acid rain, ozone depletion and climatic warming, and altered pattern of disease vectors (Schneider, 1989; Wilson, 1989). Our footprint is so heavy on the world and the concern for the environment seemingly so feeble that the exact nature and extent of ecological crises in the 90's are unknown, except that they will occur. The impact will be harsh unless our abuse of

nature abates. This has already affected leisure in such areas as the closing of lake beaches and the prohibition of swimming in some city river systems.

It is not clear what will happen in the 90's regarding energy sources and distribution, but our dependence on fossil fuels must greatly decrease if we are not to doom the planet.

In every major field of knowledge, change will likely occur at an accelerated rate. Deregulation, globalization, and rapid and radical technological change will disrupt both the private and public sectors. Social change will disrupt traditional service patterns. A current trend is "cocooning." A recent survey in the United States found that people are nearly three times as likely now than three years ago to say that staying at home is their ideal way to spend an evening (Prokosh, 1989). Managers must begin now to manage for change.

In uncertain times, the priority tasks for management will be to ensure the strength and soundness of the organization, to adapt the organization to unexpected change, and to increase the likelihood of the organization benefitting from the new challenges and opportunities (Drucker, 1980). These are difficult tasks.

Within the public leisure service system, the tasks are even more difficult because they must be done in a climate that's heating up with demands to "do more with less." The high deficits of the federal and most provincial governments and already burdened taxpayers will likely result in continued restraint and cutbacks for public leisure services. As well, issues involving privatization/contracting out, aging capital facilities, inter-agency rivalry and competition, user pay, facilitation vs. direct service, and non-participation by certain population segments, will plague leisure service managers in the coming years.

The 90's will require new approaches to service and program delivery. Solutions to problems will require increased risk, experimentation and co-operation. Leisure service managers should approach the 90's with a concern for people, productivity and the environment. Indeed, park and recreation organizations should lead the way in preserving green spaces and natural areas and by providing and encouraging environmentally responsible leisure opportunities. It's the only way the future will work.

INFORMATION: THE CURRENCY OF THE 90'S

If leisure service professionals and their organizations are to operate optimally, they must be as well informed of change as possible and be able to adapt as quickly as possible. Park and Recreation services are now considered an important component in the enhancement of the quality of life of a community. In order for this to continue, leisure service systems must play a leadership role in transforming outdated activities and facilities into responsive programs and services. In the 90's, change must be anticipated within a comprehensive vision of the purpose and mission of parks and recreation organizations. This must be based on information, continually updated, about client/customer needs, the effects of programs, and the anticipated influence of change. This is not easy. In the 80's, organizations have had problems accessing information. Specifically, there has been a lack of information on such matters as:

–user needs and preferences;
–public attitudes toward developed open spaces;
–detailed demographics of target groups;
–comprehensive, easily accessible, inventories of private and public leisure facilities;
–reasons for non-participation of particular population segments;
–the effects and outcomes of program and facilities;
–the satisfaction levels of leisure system users.

Many organizations now do not have a comprehensive information resource base and hence experience difficulties in accessing information to respond to critical situations (Goho, 1982). In the 90's, the need for timely, comprehensive and accurate information will be even more essential.

STRATEGIC THINKING

Planning has traditionally been carried out from a linear perspective based on an assumption that trends will continue rather than that sudden change will happen. The most probable assumption now is that the 90's will be radically different from the 80's. However, it is possible for organizations to be prepared to take advantage of change. This involves an embedding of strategic thinking within park and recreation organizations.

Any organization needs to think strategically about what it is doing and what it should be doing. It should fully recognize what it does well. It has to understand the needs that it responds to. Every organization should identify its strengths and determine if they are the right strengths for its organizational mission, and for the changes of tomorrow. It is also important to identify what additional strengths are required in order to meet the challenges of the changing environment.

Strategic thinking should not occur once a year, according to a rigid routine, but should inform and impel an organization's daily actions (Porter, 1987).

The steps in strategic planning are well-known (Eadie, 1983):

1. defining a preferred direction or mission;
2. environmental scanning and analysis;
3. internal strengths and weaknesses review;
4. setting goals, objectives and strategies;
5. tactics and action plans;
6. communication and implementation;
7. evaluation and control.

Community Research and Evaluation Strategies

Strategic thinking begins with an overall sense of a general direction or preferred future direction for an organization. This mission is tempered by knowledge of a community and trends. There is no direct attempt to "predict" the future but rather forces and trends which may affect an organization are identified, and an organization focuses on these to produce practical actions (Balmer, 1986).

The key element is information – information made available through research and evaluation, two pillars of the strategic planning process.

WHAT IS RESEARCH?

"Research" strikes terror into the minds of some people. They view research as mostly mumbo-jumbo or deliberate obscenity. Disreali once said, "There are three kinds of lies: lies, damn lies, and statistics." Thick research books written in unintelligible jargon and crammed with dazzling but indecipherable data tables have contributed to this view.

Other people see research as a sacred calling and the last outpost of rationality in a mad world. Only a certain chosen few are allowed access to the methods and techniques of research. Although the work is difficult and slow, it is the only genuine way to accumulate knowledge and must be protected against the mob.

Neither of these views is correct. Research is simply a way of getting information and we all need information in order to do our jobs. We don't always have all the data we need to inform us of the actions we should take.

Research involves collecting, analyzing and interpreting data. This is done in a way that is clear, accurate and defendable. Research can provide the information to assist in the solution of problems and the answering of questions that arise in the management of the park and recreation system. It tells us about the nature of services, facilities, parks and programs; about the environment, and about the community and its citizens. Research helps generate the data and concepts required to guide practitioners in parks and recreation to better understand the conditions of society and provide the necessary services and facilities.

Research can be as complicated or as simple as the task demands. The major steps in a research project are straightforward. They include: defining the objectives, deciding on a method, gathering the information, examining the findings and recommending the appropriate action. Action is or should be, the final outcome of all good practical research. It is the real purpose of applied research to do something about a problem or a question.

Specifically, applied research:

- is directed toward specific, identified and prioritized sets of problems;
- is directed toward specific levels of decision making and policy;
- has research results translated into operational change.

Research and Understanding the World

Research, in its most basic sense, is a method for finding our way around the world and its transformations. It's a way to explore and establish a better fit between our expectations and plans to real events. There are a variety of ways that research fits into the environmental scanning component of strategic planning. This essentially involves an attempt to understand trends and events that may affect leisure service delivery, including an attempt to understand the needs of clients/customers.

Essential analyses to carry out include:

- –inventory of facilities, programs and services in all leisure sectors (this is frequently very difficult, e.g., because of varying definitions of what constitutes a "program");
- –usage analysis, focussing on the type, nature and pattern of use (this is also difficult due to differences in attendance or participant recording);
- –social indicator analysis including a cohort demographic analysis with projections;
- –demand analysis, i.e., examination of expressed needs (often these are not recorded, e.g. when individuals contact local recreation offices, this data could be helpful);
- –review of satisfaction patterns with current services (strictly speaking, this is an evaluative activity);
- –analysis of barriers to participation (often overlooked);
- –trends analysis – in leisure behavior, economics, technology, social change, and so (for a method, see Balmer, 1986).

When these analyses are planned, an organization should answer the following questions:

1. What questions are the analyses intended to answer? (Why gather the data?)
2. What specific data will answer the questions enumerated in 1.? (What is the source of the data?)
3. How accessible is the data? (Does it currently exist?)
4. What degree of precision is acceptable? (impressionistic to validated)
5. How should the data be collected?
6. What resources (staff, time, dollars, computer time, etc.,) are required to obtain/analyze the data?
7. In what form should the findings be presented?

Addressing these questions prior to undertaking any research will result in information more helpful for decision-making.

WHAT IS EVALUATION?

Evaluation is listed at the end of the strategic planning process, although in fact, it informs all aspects, and is the element that cycles the process. A general definition of "evaluation" is: the judgement of worth, usually employing criteria in order to help decision-making.

As with research, "evaluation" often causes fear for people in an organization because it is felt that evaluation means judging personal performance. In fact, evaluation is a way to improve service and programs and to act as a stimulus for the acquisition of new skills and hence, ensure the continuing relevance of an organization and the viability of jobs. Formal evaluation uses the tools of research to make the judgement process more objective and reliable.

The evaluation process establishes clear and specific criteria to measure merit. It systematically collects evidence regarding specified units of analysis and translates the evidence into quantitative terms related to the initially established criteria. Finally, conclusions are drawn about the merit or the worth of the object of study (Heit, et. al., 1980; Brophy and McGimpsey, 1980).

The common evaluation research hypothesis is that the program, service or facility under study is accomplishing what it set out to do. In a general sense, this involves comparing what is to what should be. The criteria against which leisure programs are judged are derived from program objectives.

In general, to determine program *effectiveness* one has to investigate individual, social and economic indicators which explain the degree to which objectives have been achieved. This could be done by documenting changes in the target population, documenting processes, indicating changes in demands, or indicating changes in the rates of incidence of some behavior.

In some government services, effectiveness is identified through a standard or acceptable ratio of output to measurable objectives. e.g., government employment services are measured by the number of job placements planned. Length of employment is another indicator.

Program *efficiency* means the utilization of the least possible resources to produce a given amount of goods or services. In the current atmosphere of fiscal restraint, this aspect is receiving increasing emphasis. A common approach to the measurement of efficiency is the development of performance indicators which correlate input data to output data. *Input* data are resources (staff and dollars) provided for activities, while *output* data are proxy variables for the number of services delivered. The intent is to develop a ratio of inputs to outputs to achieve a standard cost per unit of service. Hospitals measure efficiency by such indicators as cost per patient day, cost per patient discharged, and cost per out-patient treated.

Program Analysis Model

A program or service can be divided into five levels for ease of analysis (cf. Sabean & Taylor, 1979). These levels are:

1. Input Level, which refers to the resources allocated to a service, e.g., staff and dollars.

2. Process Level, which refers to the systems, procedures and activities created to deliver certain services.

3. Output Level, which refers to the number of services delivered. Usually, each separate service component would have a designated output. These could be number of sessions, number of participants, how much grass is cut, number of hours of ice time, and so on.

4. Effect (Outcome Level), which refers to the impact of services delivered on individuals, groups or the community. This can include knowledge, attitude, skill, aspiration or practice change on the part of program participants. It involves measuring the effect of service outputs.

5. Utility Level, which refers to the ultimate benefits and consequences of services.

Evaluation can focus at different levels of a program or service, depending on the evaluation purpose. The particular approach or technique employed in evaluation will also vary according to the focus.

Community Research and Evaluation Strategies

Traditionally, financial audits have been used at the input level. The concern is to ensure the proper control and accounting for expenditures and revenues.

At the process level, the prime concerns would be that things are done according to quantitative and qualitative standards, that the proper procedures are followed, and that systems are operating as intended.

If the prime evaluation questions involve issues such as participation, people involvement, utilization patterns or frequency of use, then the emphasis would be at the output level of the service or program under study.

The prime concerns at the effect level would be the impact of the outputs on the community. An evaluation would address questions regarding individual or community satisfaction, (Jackson & Searle, 1983), the changes brought about by programs and services, and whether or not the changes or impacts are desirable within the environment. The effects on client or participant behavior would be assessed. Such behavior is complex and influenced by many factors. If the focus is on this issue, it is critical to determine what aspects of participant behavior have been influenced by the activities of a program.

At the utility level, evaluation would consider whether or not the outputs and effects are worth producing; it might question the value or need of accomplishing the outputs and effects.

Problems in Record Keeping

The 90's will likely bring a plethora of new programs and services from leisure service agencies. These innovations will need to be evaluated. An important, indeed essential, element in carrying out meaningful assessments is good record keeping.

Attendance and cost figures alone cannot thoroughly assess the merits of a program or service. Large numbers of users may not indicate that the program is meeting the interests of the public, but may rather indicate that there is nothing else happening, or perhaps that the program is used for socialization. As well, a cost analysis tells us nothing about satisfaction. This approach gives us a one-sided view of a program (Godbey, 1985; Nolan, 1978). To obtain a complete picture of what a program is like, it is necessary to know about a program's input, process, output, effect, and utility.

Record keeping of some form occurs in most organizations. Existing records may be useful to evaluation in providing data such as current practices, attendance, cost, and characteristics of participants. This information, if accurately and objectively maintained, provides the cheapest method of evaluation. Recorded information may be useless, unless the data recorded addresses the program objectives.

Accurate records are essential for preparing annual reports, and for justifying budgets and staff. Through the development of consistent formats such as checklists, attendance forms, activity forms, and by giving feedback to those responsible for maintaining and recording information, the utility and reliability of records will increase.

To ensure that records are evaluatively significant, it is important; (Alberta Advisory Council on Recreation for the Disabled, 1978):

1. that records be monitored for quality, reliability, and validity on a regular basis;
2. that records include information essential to the implementation of objectives: e.g. dates, times, attendance, type and nature of participation, demographics of participants, activities accomplished, reasons for dropping out, continued effects;
3. that some measures of comparison be used to facilitate assessment of outcomes. This could be simple before and after measures related to objectives. As well, measures of satisfaction from program experiences could be employed.

Knowing the demographics of users, for example, will be helpful in understanding the clientele that is not being served by a leisure service agency. A concomitant appreciation of the barriers that certain societal groups experience in accessing leisure opportunities will assist leisure service practitioners in achieving an understanding of the true dynamics of public leisure services.

It may be that the public system which seeks to provide leisure opportunities for all does not reach the aged, the poor, or disenfranchised as often as the middle or upper classes (Howard and Crompton, 1984). It may be that public leisure service systems are moving away from their traditional commitment to providing opportunities for the poor and disadvantaged without having the data to be aware of the shift.

MARKETING: ESSENTIAL IN THE 90'S

Recent studies have suggested that public park and recreation organizations need to emphasize marketing in their service delivery (Godbey, 1985; Howard and Crompton 1984; Howard, 1985; Searle and Jackson, 1985).

Many public agencies are not consciously involved in real marketing endeavors, but rather offer programs and services on a completely untargeted basis, using traditional recreation patterns and professional judgement.

A marketing orientation means that clients'/consumers' needs are the primary focus of an organization's efforts – the work of an organization is directed to produce goods and services to satisfy needs. It also means that each branch of an organization knows that its actions or non-actions have a large impact on the organization's ability to create, retain, and satisfy needs (Kotler, 1975). Consumer satisfaction is the keystone of the marketing concept. An erosion of client support will destroy an organization's viability.

Analysis and monitoring are essential components of marketing and result in carefully formulated programs directed at specific markets. Target marketing involves analysis to identify the characteristics of clients that an organization desires to serve. This information is then used to design services and programs to address the needs of these clients through a well-developed marketing plan. Such a plan utilizes the "marketing mix" of product, price, place, and promotion to provide for needs of identified target markets. The intent is to satisfy needs of a specific client group with the right product (program) at the right place, at the right price, promoted in the right way (McCarthy & Shapiro, 1975).

A marketing approach for public leisure service agencies involves identifying target groups, using participants' satisfaction as an important measure in evaluating success, and the effective communication of programs and services to the public to help overcome knowledge barriers (Godbey, 1985).

It is impossible to be all things to all people, and to attempt such will selectively exclude those most in need of public leisure opportunities.

The marketing approach assumes that research and continuous evaluation are indispensable in service planning. The more information that an organization has on consumer needs, wants, behaviors, levels of satisfaction, experienced barriers, etc., the more likely it is that it will succeed.

CONCLUSION

Performance in today's leisure service organizations means doing a good job of preparing the organization for an uncertain future.

In the 90's, leisure service agencies must undertake a more thorough process of looking at and thinking about the economic, social and technological environment; of examining human needs and satisfaction; and of arriving at strategic actions to move from the current reality into tomorrow.

The ultimate measure of success in dealing with the uncertainty and change of the 90's will be a responsive and viable leisure service system in the next millennium.

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PREFACE

INDICATORS OF THE REALITY OF CHANGE...

Some say the world is changing. I want to argue that the world has already changed in three decisive ways:

(1) *We can now produce the goods we need without using more resources;*

(2) *We can now produce the goods we need without creating new jobs;*

(3) *Capital flows are now truly global and much larger than the flow of goods.*

Peter Drucker, *Foreign Affairs*, 1986

Consumption of iron, per unit of GNP, has been declining since the '20s. It is now at the level of the 1880's.

Larson, Ross & Williams, *Scientific American*, 1986

Telecommunications at $35 billion already is larger than fishing, farming and mining together.

DOC Report, 1987

For the first time in history, there are now more people in the Canadian work force with some post high school education than with only grade school education.

John Kettle, *Futureletter*, 1984

The more we know about neuropeptides, the harder it is to think in the traditional terms of a mind and a body. It makes more sense to speak of a single integrated entity, a "body-mind". I can no longer make a strong distinction between the brain and the body.

Candace Pert, *Noetics Review*, 1987

I believe that as science breaks out of the mechanistic framework of the last three centuries, the expanding scientific vision of things will enable us to see more clearly the essential complementarities of science and religion, and the incompleteness of either alone.

Rupert Sheldrake, *Noetics Review*, 1987

Global climate change now appears to be increasing sea levels enough to threaten sea side towns before the year 2000.

IJC official, Ottawa, 1987

Double blind research shows that "prayer is effective and beneficial" for cardiology patients.

Randy Bryd, *Medical Tribune*, 1986

"THE FUTURE IS NOT WHAT IT USED TO BE"

ISAAC ASIMOV

"We focus on the future, when the future goes out of focus."

Ruben Nelson

"The future will be whether we are ready or not"

Chip Ross

FOREWORD

"How do you explain something that has never happened before?"
Xerox ad, late '70s

an analogy may help...

Think of canoeing across a large lake on a still day. You can aim your canoe at the far shore, put your head down and paddle for long stretches at a time. An occasional glance at the horizon is sufficient to correct your course and ensure that you arrive where you intend. You can focus all your attention on the act of paddling in the immediate moment.

Now, think of paddling on a swift and swollen river in white water. It is obvious that keeping your head down and just paddling like mad, because you are "so busy paddling you do not have time to read the river", is a serious mistake. Such behaviour, which will work perfectly satisfactorily on a stable lake, will now guarantee disaster. To succeed in white water, you must not only handle the immediate operations of paddling; you must keep your head up and "read the river"; and, you must inform your paddling by what you are learning about the ever-changing river.

Finally, think of paddling on a wide flowing river that is gradually narrowing and becoming steeper. If the changes in the river are slow and subtle enough, and if you are not really paying attention to the river, you may suddenly find yourself in trouble. The trouble is "sudden" because you were not attending to your changing circumstances and adapting to them as they changed. Because the changes were not dramatic you assumed, mistakenly, that they were not important. As has often been said, "To the blind, all things are sudden."

The Point:

In all three situations--the placid lake, the white water and the gradually changing river--the overriding objective is to actually get to where you are going; to achieve your goal; to "get the job done". The changes in your situation do not alter this fact.

However, it is obvious that in a turbulent setting, marked by both speed and complexity, you need to have a wider sense of the "moment" you are in than in a placid and little-changing situation. In the midst of change and complexity you must (a) look further ahead; (b) look wider around; and (c) understand the dynamics of change in which you are caught.

Finally, in a situation of subtle, but real, change, it is necessary to actively look for and interpret the signals of change. Therefore, in such situations, as the military knows well, "rec (reconnaissance) time is never wasted."

* **The basic point is that in today's world, and in tomorrow's future, every enterprise that is seriously committed to actually achieving and sustaining operational success needs to inform (literally "in-form" -- form from within) their on-going operations with a rich and accurate understanding of the dimensions and the dynamics of their changing context.**

INTRODUCTION

THE REALITY OF CHANGE

"The only certainty, is uncertainty."

"The only constant, is change."

"There are no answers, only questions."

"We live in uncertain and turbulent times."

"We are out-driving our societal and economic headlights."

"We are in a fog and we can't slow down."

"We have to take a longer/wider/deeper view."

"It is too complex to easily model or grasp."

"The future is uncertain and problematic."

"We need to be more open, innovative, flexible and creative."

Statements like these are now commonplace. They can be heard daily in virtually any large organization, be it public, private or voluntary. They reflect the new orthodoxy of our time: that ours is a time of profound and rapid change.

While it is now common to speak as if change is our daily reality, a moment's reflection reveals that it was not always so. In fact, until very recently indeed, stability, rather than change, was taken as the norm. When things got out of focus we were advised to "hold on tight" to the known ways, rather than to "change and adapt". We were to "anchor ourselves" in unchanging truths. Prudential Insurance told us "to get a piece of the rock".

Although we now speak easily of change, the new language of change is easier to master than the new realities which face us. Consider that our society is still basically organized as if change is not real. Our bureaucracies are still well-fitted to assert control, but ill-fitted to nurture innovation. Further, the ability to comprehend and shape change is not yet a required criterion of the competence needed for appointment to the senior levels of the public, private or voluntary sectors. In short, in spite of our new rhetoric we are not yet at home and comfortable with change.

But we are struggling as never before. A critical mass of opinion leaders and managers now hold, or at least are open to, views (and even practices) that they would not have countenanced as recently as five or ten years ago. In the 1970s most of our talk of change was "cocktail talk"–fun at the time, but no one really expected that we would do things differently because of it. Now we are getting serious. In the mid-to-late 1980s, Canadians are

awakening to the "reality of change". Our present mood is dramatically different from that of the decades before.

True, much occurred in the '60s, '70s and early '80s to soften us up. The Pill, the Kennedy assassinations, flower power, micro-processors, Trudeau, Quebec separatism, the women's movement, multi-culturalism, management by objectives, jet-based travel, OPEC oil shocks in '73 and '79, double digit inflation, massive deficits by governments are only a few of the items that leap to mind.

Many futurists now feel that, by the mid-1990s, the newly emerging sensibility about change will become the taken-for-granted basis for action. The essential marks of the emerging consensus are as follows:

(1) CHANGE, RATHER THAN STABILITY, IS REAL AND NORMATIVE

We point to five features of change.

A) *Change cannot be escaped. It has become global and pervasive. Change now marks all aspects of our experience and that of the 5 billion others with whom we share the planet. The words now used to capture our reality reflect this new condition: turbulent, surprising, uncertain, unpredictable, counter intuitive, discontinuous, and unforeseen with unintended consequences. The dimensions of change all point to unfamiliar realities not yet routinely grasped and understood: the Big Generation, globalization, feminism, micro-electronics, modernization, post-industrialism, multi-culturalism. The conditions we face are the consequences of change: ozone depletion, global warming, desertification, de-forestation, industrial restructuring, alienation, bio-technology, terrorism, single-issue causes. To repeat, change surrounds us and cannot be escaped.*

B) *Change now means "real difference", rather than just more of what we already know and have. The conditions and issues caused by change are increasingly discontinuous, unprecedented and novel. They no longer fit within or can be dealt with by our taken-for-granted understandings and ways of dealing with things. For example, it is no longer good enough to try to deal with energy, international grain sales, social welfare or medical care as issues which merely require that we increase the supply, as has been our inclination and practice. Rather, it is dawning on us that, as with the relations between women and men, our future cannot and will not be an extension of our past, but a significant break with it that leads into new conditions, problems and possibilities. On the one hand, we are excited by the prospect of truly new responses to present conundrums; on the other, we are nervous, and at times fearful, because we know that we do not yet know how to think and act systematically in new ways.*

C) *Change is both multi-dimensional and ecological. As such it does not fit within the segmented and linear ways of thinking, organizing and acting that, given our cultural conditioning, come "naturally" to us. For example, if welfare mothers only need cash, we know what to do. But if they also need self-esteem, supportive relationships, breathing time,*

spiritual depth, (among other things) then we have a problem. These new conditions of life cannot be delivered by the present welfare system, no matter how it is extended. Similar conundrums arise in relation to the creation of healthy people, continuous prosperity and a sustainable environment.

D) *Change is not nearly as straightforward as we once thought. Some aspects of change are so obvious anyone can see them. But some aspects are so subtle that they are not obvious at all. So we find ourselves faced, not only with complexity, but with ambiguity and uncertainty. It used to be that things were, with Descartes, "clear and distinct"; now they merge into each other. Sport and recreation are not just matters for private, discretionary time. They are also deeply tied up with economic prosperity, forestry, tourism, social welfare and even plant location.*

E) *Finally, then, we are slowly coming to realize that "change is real" in the profound sense that change is an aspect of reality itself. Change is not merely appearance, as opposed to reality. It is not merely superficial, accidental or occasional. Change, rather than unchanging stability, is normal and therefore, normative. At this level we hardly know what words to use. But is increasingly clear that static equilibrium models are no longer adequate to capture our situation or condition.*

In summary, then, change is not optional. It must be faced, for it cannot be escaped. But it is important to notice that we are learning to face the reality of change; that we are becoming more comfortable, at least psychologically, if not yet intellectually and organizationally, with the fact of change. This leads to the second aspect of our new sensibility.

(2) IT IS NOW LEGITIMATE TO RECOGNIZE THE "REALITY OF CHANGE"

We point to two things

A) *Those who recognize the reality of change are not longer seen as odd or treated, at best, as "interesting outsiders". They are no longer as lonely or as strange as they were seen to be a few short years ago. Rather, they are becoming a new majority. Think about trying to sell a book entitled Thriving on Chaos ten or fifteen years ago. Now it is a best seller. Change is being recognized as real in every field of human endeavour. One cannot read newspapers, journals, or magazines, watch TV news, or listen to the radio without the fact of the recognition of change coming through. Besides, there are now dozens of newsletters and TV programs devoted to tracking and exploring change.*

In saying this, we do not mean to suggest that either (a) this recognition of change means that, as yet, we deeply understand it or its significance, for clearly we do not, or (b) our growing recognition of change means that we have digested it and are able to act consistently on the recognition, for clearly we cannot. However, we do point to an emerging consensus about the reality of the fact of change.

B) *The reality of change is being reinforced with more and more evidence from the hard and social sciences and from human experience. Consider again the Preface to this paper. None of the assertions found there are the ravings of "crazies". All are empirical in nature, with supporting evidence.*

(3) THERE ARE GROUNDS FOR HOPE THAT WE CAN LEARN TO THRIVE IN CHANGE

We acknowledge that, for many Canadians, the recognition of the reality of change is initially depressing and overwhelming. But we also note that many of those who have made it their business to explore the dimensions and dynamics of change over the last twenty years now feel that we can do it—we can learn to cope with, and eventually, to thrive in the midst of change.

The sense of despair and exhaustion that has been the mark of so many who have been wrestling with change in the past two decades, is slowly being replaced by a newly-grounded hope. Further, from our own experience of working through personal change we now know that we are neither helpless victims of change, nor external managers who can control it. Rather, like canoers in white water, we cannot control the river, but our skill in reading it and moving with its current is necessary if we are to survive the journey. If we are willing to attend and learn, we can come to be deeply involved in influencing and shaping the outcomes of the change processes in which we now find ourselves as organizations and whole societies. Positive, creative and even pleasantly surprising responses are possible in our changed and changing circumstances. Yes, we are sobered by the magnitude of the human pain on the planet, the extent of ecological damage to the planet, and the fragility of the global economy, but we are not depressed. The emerging mood of the 1990s will be basically positive and energy-creating.

Of course, not every institution or sector of our society changes at the same pace; some lead, some lag. The willingness and the ability to face and respond to change is more developed in some sectors than others. Fortunately, the fields of sport and recreation are among those that are most infected by an openness to change and a willingness to risk, for the sake of a more satisfying future.

(4) EFFECTIVE ACTION DEPENDS ON EFFECTIVE FORESIGHT

We point to the dawning recognition that if change is real, then we had better understand it. Since, we cannot sustain intentional action towards that which we do not understand, it follows that every aspect of our future hangs on our ability to learn about the nature and processes of change. As Peter Drucker has said, "A time of turmoil is also a time of great opportunity for those who will accept and understand the new realities."

We need to explore and understand change; to give it serious and tough-minded attention, for we do not know nearly enough about:

- the dimensions, the depth and the character of change;
- the processes by which people, organizations and whole societal systems change; and
- the implications of the nature and the processes of change, particularly for managers and leaders of large organizations.

The good news is that we are beginning to settle into the serious work of documenting and defining change, of figuring out what kind of difference we can make in the midst of it. This, we are coming to realize, is a major part of the essential work of our generation.

Environmental scanning is one technique that emerged in the 1970s to identify and track significant changes. The body of this document results from such a scan. Before we turn to consider those results it is useful to review environmental scanning: what it is, what it presupposes and how it is done.

ENVIRONMENTAL SCANNING - LEARNING TO SEE THE FUTURE

1. What Is Environmental Scanning?[1]

Environmental scanning refers to a formal, and therefore intentional, process of inquiry into the dimensions and the dynamics of the environment which surround and influence the emerging shape of a product, institution or other aspect of society in which one has an interest.

It is worth noting that:

- Environmental scanning focusses on the environment of the aspect of the world in which one has an interest and not on the aspect itself. The approach is contextual, rather than direct.
- Environmental scanning is a formal, intentional and critical process. It is much more than the almost wholly unconscious absorption of one's environment that is part of the daily life of all animals that have at least some capacity for consciousness.
- Environmental scanning is a process of inquiry. The immediate aim is to develop a reality-grounded under-

1 *This section is adapted from material developed as part of an environmental scan undertaken for Transport Canada in 1988.*

standing of the situation of that in which one is interested. The ultimate aim is to develop insight into the strategic choices one faces.

- What one seeks to understand are the dimensions and dynamics of the environment which surrounds those aspects of life in which one has an interest. The questions to be answered are: "What factors in the environment impact that in which we have an interest?" "What is the nature of the interactions between the identified factors and that in which we have an interest?" "How are the factors changing over time?" and "What do these changes imply for the aspect of life in which we have an interest?"

2. What Environmental Scanning Presupposes

It is useful to identify the presuppositions about the world and the role of humans within the world that underlie the practice of environmental scanning. Being clear about these presuppositions will help us to see why environmental scanning is necessary.

Environmental scanning presupposes that:

- The world, including human beings, can best be understood as an ecology of ecologies. Things do not exist by themselves, but in relation to other aspects of life. Contexts and relations are the *sine qua non* of understanding. If something is to be understood, its relationships and contexts must be understood and considered.[2] Seeking such understanding is at the heart of environmental scanning.

- The world is dynamic. Change is an inherent part of reality; it is not a superficial or accidental quality of a deeper and changeless reality. Further, not all aspects of reality change at the same pace or for the same reasons. It follows that one must attend to and inquire into the dynamics of change if one wishes to understand what the future might be.

- The dynamic of change is developmental. Things do not happen all at once; they develop over time. Some things

2 *This is essentially consistent with William Asher's discovery/assertion that the adequacy of a forecaster's grasp of the context of an aspect of life is the most reliable indicator of the accuracy of a forecast of the future of that aspect of life. See Forecasting: An Appraisal for Policy Makers and Planners. Johns Hopkins Press, Baltimore, 1978.*

develop very rapidly, others more slowly. But, in principle, it is possible to pick up signals of change early on, and, if the dynamic and pace of change is understood, to infer later developments from the early signals. In part, then, environmental scanning is an attempt to pick up and amplify (so one can see them clearly) early (and hence weak) signals of change. If one is able to do so, one can prepare for the coming changes because one sees them coming. The alternative is to be "blind-sided" by change; to be caught flat-footed, looking the other way.[3]

- The world is full of signals of change. However, while some are obvious and hard to miss, others are very subtle and hard to see. Careful attention is required to pick up and interpret the latter. Experience shows that most failures are due to an inability to handle the soft and subtle signals--those that are hard to grasp and often impossible to quantify.

Why Scan the Environment?

The above assumptions are sufficient to justify environmental scanning as an attempt to be better prepared for, and so less surprised by, the emerging future as it appears out of the dynamics of change that are as yet only partially understood.

Consider the following quote from John Stoffels. It is a good summary statement. It catches the essential characteristic that environmental scanning is a formal response to the fact that an organization's external environment must be attended to and understood because it is filled with hard to see, but significant, threats and opportunities.

> *Environmental scanning is a methodology for coping with external and social, economic and technical issues which make it difficult to observe or predict, that can not be ignored and will not go away. It seeks to identify emerging situations, hazards and opportunities that are environmentally caused and that may be difficult for the manager or his organization to internalize. It deals with the issues that do not lend themselves to self-centred or unilateral definition or solution, that inexorably may influence the organization's growth, performance, success and survival.*
>
> *John Stoffels*

3 *Consider the parallels between parenting and environmental scanning. In both one is better off if one understands the basic dynamics of development, i.e. what is happening, why, over what time frame, and what new features are emerging. In both case one treats all specific behaviours as important not only in themselves, but as revealing the underlying dynamics of development. In both cases one does not have a master plan or road map, but one can begin to develop reasonable expectations about what is going to happen next.*

Environmental Scanning For Success

However, environmental scanning becomes even more important when the above assumptions are wedded to our emerging knowledge of the importance of the shaping power of human choices over time.

We now know that the future is not just something that happens to us; rather, in some measure, it is what we make it to be by our choices. The choices people make actually influence the emerging shape of both their lives and their context, and this is the case whether or not such influence is consciously intended. True, such influence is not instantaneous; rather it takes time. But the dynamic of the power of choice over time is being recognized by an increasing number of careful observers. It is also recognized that choice is real for both people and groups of people. Put simply, life can be improved, even partially chosen, if we will learn to choose wisely, i.e. openly, critically and strategically.

In this light, environmental scanning can be seen as an attempt to become more and more responsible for one's future. At its heart, then, environmental scanning is a way of locating one's self in the world and acting within it. It is practiced by those who are willing to accept responsibility for what they do in the world, hold themselves accountable for their behaviour and are unwilling to blame circumstance for determining what they do and what they achieve.

In summary then, environmental scanning has emerged because of the reality of both change and choice. On the one hand we are no longer confident that we know what the future will hold and on the other we want to exercise a greater degree of responsibility for what we do and what happens to us, our organizations and our society.

The Generic Steps in Scanning the Environment

In a generic sense environmental scanning is a process of doing things with information about the world and how it works.

The four essential steps are:

- **Noticing something,**
- **Exploring it,**
- **Interpreting its significance,**
- **Deciding/choosing what is implied and to be done**

Before considering each of these four steps it is important to grasp the relations among them. The four steps--noticing to deciding--are not a simple linear series in which the prior step is completed before the next step taken. Rather, the relation among them is recursive and iterative. Exploring that

which one has noticed may lead to noticing and then exploring new things; which, in turn, may lead to new interpretations of things with which one has already dealt. A process similar to this is repeated again and again until a judgement is made that, for the purposes at hand, one must now decide and act. In short, commitment to a decision and to specific action is always relative to the purposes and circumstances at hand.

Keeping these dynamic relationships in mind, we will now consider each step as a separate action.

NOTICING: One can only consciously work with those aspects of the world that one has noticed. Conversely, things that are not noticed cannot be taken into account.[4] It follows that being reasonably sure that one has noticed all the relevant factors is central to any process of knowing. However, things are seldom simple. To begin with, given the ecological nature of reality and the fact that noticing is an infinite process, one can never be certain that one's inventory is complete. Second, noticing is not as straightforward as it sounds. What we notice, or fail to notice, is heavily influenced--if not outright determined--by the orientations to reality that are built into the cultures and sub-cultures that we take for granted. In the face of these pressures, the best we can do is to develop the critical reflexive skills necessary to notice the patterns of one's noticing. This, at least, guards against glaring errors and most forms of bias.

From this point of view, scanning is a formal process which is designed to increase the likelihood that a whole organization is not surprised by factors that are outside its normal field of view and hence not noticed.

EXPLORING: Once something is noticed it needs to be explored to ensure that all aspects are grasped and considered. Again the multi-faceted, ecological nature of reality is important. Put simply, while it is necessary to identify the major dimensions of those things that interest us--in our case sport and recreation--simple, single-faceted views are always incomplete; often dangerously so. Multiple dimensions must always be considered. Further, a reflexive view--the ability to notice and explore the patterns of our exploring-- is helpful if we seek reality-grounded views.

From this point of view, scanning assists organizations, which still tend to be dominated by specialists, to develop a more integrated view of their world and its dynamics.

PATTERNING: Unless something is seen to be significant--to fall into an important pattern--we do not give it a second thought. We tend to recall our first love, but not the first Tudor King of England. This is not un-

4 *As simple and obvious as these assertions sound, it is interesting to note that virtually all models of decision-making omit this first step. Most fail to notice the central and essential role of noticing.*

reasonable. Patterns allow us to function quickly and efficiently in the face of an infinite number of things and observations that are, in principle, candidates for our attention. The interpretive patterns we use are shaped by our culture, sub-cultures, sex, personality type, economic condition and the disciplines in which we are trained. Again, however, it is necessary to develop the critical reflexive skills that allow us to check and, if need be, alter the patterns by which we interpret our world.

From this point of view, scanning is a fresh attempt to check the adequacy of the patterns of interpretation we take for granted by subjecting them to the criticism of a multi-skilled team. This implies that more integrated understandings are generally of greater worth than less integrated views. Hence, for example, the importance of scenario writing. When well done it pushes us to integration.

DECIDING OR CHOOSING: Once we know what we are dealing with, we can assess our options and choose which course of action is most appropriate in our specific circumstances. To the extent that the noticing, exploring and patterning of our world, on which our choosing depends, is adequate, we may choose openly, critically and strategically, rather than by mere habit or bias. Again, it is important to develop the reflexive skills that are necessary to critically evaluate our choosing, i.e. to notice, explore and interpret the patterns of our choosing.

From this point of view, scanning is undertaken to increase wide-eyed critical choice that will bear the scrutiny, and gain the support, of self and others.

The above rhythms of scanning have several implications for the personal stance of those doing the scanning:

1. *Environmental scanning is most fundamentally a personal attitude and stance towards the world, one's organization and oneself. It is not just a bundle of impersonal techniques. For example, the point is not merely to acquire and possess new information; it also implies a commitment to track down and use information that already exists in an organization. Good scanning requires a desire, if not a hunger, to base action on good information and an ability to absorb, and so actually use, quality information. An open, expectant, critical and reflexive stance works best.*

This implies that people, organizations, or even whole societies which do not have a deep desire for good information will not make good scanners. They simply will not be convinced that their situation requires careful, thoughtful, critical and thorough attention to weak and often ambiguous signals. Further, most often they will not bring themselves to be disciplined by what they are coming to see; to actually tailor their behaviour by what they come to know. Rather, their commitment to what they already know and how they already understand the world and themselves will override and push aside any new information picked up in their scan which disturbs their prior views. Put simply, those organizations who purchase scanning

services without attending to their use of information are wasting their money.

2. *It follows that environmental scanning is a learned skill. In many ways it is similar to learning a second language or learning to appreciate good music. At first one's eye or ear cannot distinguish one sound or shape from another. In time the capacity to discriminate more finely emerges: one's eye or ear is trained and sharpened. In both cases one can begin to use what one is learning almost from the beginning, although the more one learns the easier it is and the greater degree of flexibility one possesses.*

This implies that those who only scan periodically, e.g. every few years, will not develop into skilled scanners. Rather, a certain patient persistence over several years is required.

Now we will turn to consider the results of an environmental scan which focusses on sport and recreation. We will begin by a brief review of the present picture and how we got to where we now are (Section I). Then we will consider the changes that are now occurring (trends) in six major areas of life in Canada (Section II); the changes that are occurring in the most fundamental patterns (meta-trends) that underlie and cut across all of the trends (Section III) that are shaping the future of Canadian society; and, the implications of the trends and meta-trends for the future of sport and recreation (Section IV).

WHERE WE ARE AND HOW WE GOT HERE

INTRODUCTION

In order to see the significance of the present and projected changes in our society that are outlined in Sections II and III it is useful to remind ourselves of where we now are with sport, recreation and fitness and how we got here. This section is devoted to this task.

As we consider our past and present profile it is also important to recall that: there is always a great time lag between the insight of the most prescient among us into our changing world and the world that is assumed by government programs, regulations and grants; this gap can never be closed completely; but in times of rapid change it is necessary to make special efforts to narrow it. If our programs are to be relevant and to be seen to be relevant they must come to reflect emerging, and not just past, realities. Seeing and grasping the significance of the changes which are now moving within and among us is the essential challenge we now face.

SPORT, RECREATION AND FITNESS TODAY

Consider each of the following features of our present situation.

- In the late 1980s the fields of sport, recreation and fitness are emerging as an increasingly integrated field of study and action at every level of our society. Further, the health, social and economic benefits of sport, recreation and fitness are beginning to be more generally recognized.
- Employee fitness is being used as a tool to improve work performance, reduce absenteeism and boost morale, at least in large organizations.
- Recreation is slowly being recognised as an important factor in the socialization of new Canadians--both children and immigrants.
- Exercise is being prescribed ever more frequently by medical professionals as a part of a total health care scheme.
- The economic benefits of recreation, tourism and major sports events are playing larger parts in economic development strategies.
- Professionals in the sport, recreation and fitness area are now receiving education in management skills, rather than just in their traditionally defined subject areas.
- The integration of those with special needs into recreation, sport and fitness programs is proceeding. An increasing number of physical facilities are being adapted to meet the special needs of particular populations.

- At the level of policy, sport, recreation and fitness are still largely seen as the purview of governments. Government agencies provide order to the system through regulations, guidelines, taxation, etc. Provinces now require their municipalities to undertake some form of planning.

- The sport, recreation and fitness facility base continues to expand; now funded by both the tax-base and lotteries. At the same time, increasing demands for recreation services, combined with rising costs of programming and increasingly high operating and maintenance costs for facilities, place ever-increasing loads on the tax base.

- Because of the fact that urban municipalities dominate rural ones in economic base they benefit disproportionately from the traditional forms of revenue generation, and tend to profit more from government grants.

- Overall, sport, recreation and fitness are seen to be peripheral to the main interests of our society: the generation of wealth through economic activity. While no longer seen as a frill, they are far from the concerns that dominate our normal waking hours.

- It is only just dawning on us that the very way we think about, and therefore organize ourselves to undertake, sport, recreation and fitness may itself be a problem as we face the challenges of a future that will be substantially different from those we have known.

SPORT, RECREATION AND FITNESS--JUST YESTERDAY

Recall that...

- Only yesterday sport, recreation and fitness were not seen as areas deserving ministerial responsibility. (The Fitness and Amateur Sport Branch was created in 1961.)

- Then recreation meant mostly outdoor field sports (hockey, baseball, football) for young males. The main responsibility of provinces and municipalities in the recreation field was the provision of physical facilities for such sports. Even today the soft side of the field (programming, concept development) plays second string to building hard facilities.

- Sport, recreation and fitness were mostly matters of individual responsibility and taste.

- Until recently, recreation master plans focussed primarily, if not exclusively, on forecasting the number of such facilities that would be needed at the end of the time horizon assumed by the plan.

- No recreation department concerned itself much with dance or the visual arts before the 1970s. Yet these have been the fastest growing area of recreation since then.
- Only in the 1980s did we begin to seriously re-view our program delivery with an eye to identifying and weeding-out the unconscious bias against women and persons with special needs.
- Only in the 1980s has the thought ocurred to us seriously that sport, recreation and fitness have major contributions to make to the economic and social well-being of our society. We still do not know have to do the economic sums that make this case. It is occurring to us that we need a concept that is the analogue of "cultural industries" in this field.

The contrast between where we now are and where, only recently, we have been makes it clear that the field of sport, recreation and fitness has been changing. We are not what we used to be. As will be seen in the next two sections, the rate and character of change will intensify in our future. The next generation will demand even more of us than has the last.

MAJOR TRENDS SHAPING OUR FUTURE

INTRODUCTION

This section outlines the significant changes that are now occurring in each of six major dimensions of Canadian society:

- economy
- physical environment
- technology
- demography
- social attitudes
- organizations and institutions

In each case, that which interests us most are the patterns of change--the outlines of the broad trends that are now taking place, and that will dominate during the remaining years of this century, in each of these sectors. Of course, it is the case that these sectors are merging into one another. However, it is still useful to consider changes in each of these areas. Changes in the deep patterns of change that cut across all of these areas (the meta-trends) will be considered in the next section.

TRENDS IN THE ECONOMY

1. *FROM KNOWLEDGE-WEAK TO KNOWLEDGE-RICH:*[5] *Every area of the economy is increasingly knowledge-rich, i.e. more and more knowledge is being applied to do the work required. This means that those who have access to current and high quality knowledge and who can actually utilize it will succeed. We are coming to see that it is quality knowledge that "adds value" and ensures quality, and that added-value and quality are required to sell either goods or services. Consider the computer industry--if one is even 18 months out of date, one's future is in jeopardy. This pressure to be current with the best that is known is in sharp contrast to the present environment in most organizations--private, public or voluntary--in which there is little pressure to obtain and even less to actually use current quality knowledge. In many Canadian organizations quality knowledge is resisted; it is seen as an unnecessary disruption, rather than as a reality-imposed necessity.*

5 *The term "knowledge-rich" captures the essence of the emerging economy much more adequately than the term "service" economy. It was first used by Ruben Nelson in his fifth paper for the Post-Industrial Future Project, "Moving Towards an Open and Sustainable Community-Minded Prosperity: Notes in the Emerging "Knowledge-rich" Economy", 1988.*

However, we are slowly changing. The oil industry is already relatively knowledge-rich. Witness auto companies who now invest millions in week-long processes to screen those they hire. The new process is many-fold more knowledge-rich than the old union hall hiring practice. Witness the drive to reduce middle-management; to ensure that actual workers are no longer "hands without heads". The conclusion must be faced that our future prosperity depends primarily on our learning to create and utilize quality knowledge, rather than on manipulating real property that are knowledge-poor in knowledge-poor ways.

2. *FROM HIGH CASH FLOW TO REDUCED CASH FLOW GOVERNMENTS: This trend results from a combination of reduced growth in real Gross Domestic Product (GDP) (2.5% average, not 5%) and steady increases in government deficits. Even in good times there is less "new" money for program expansion as interest payments on the present debt eat up an increasing amount of every government's expenditures. So all levels of governments are increasingly hungry for new sources of revenue. This hunger is the essential dynamic behind both higher taxes and new user-fees for facilities that used to be "free". Consider that personal taxes rose 43% between '81 and '85, while personal income rose only 25%.*

3. *FROM A GENTLE PROVINCIAL ECONOMY TO A COMPETITIVE GLOBAL ECONOMY: Put simply, there is no place to hide. Virtually every product or service, even in what were once "back-water" places, is now in competition with others who are "outsiders". This trend is essentially independent of the free-trade agreement with the USA, i.e. the FTA is a response to this new condition, not its creator. Given the world-wide nature of knowledge (trends #1 + #3) this should not surprise us, but in 1988 it still does!*

4. *FROM A "GOODS & SERVICES" TO A "SERVICES AND INFORMATION" ECONOMY: The shift to a "service & information" economy is real and increasing.*

   - Sometime in the mid '90s telecommunications will be a greater % of GDP than transportation. In '61 transportation was 7X greater than telecommunications; and in '88 2.14X larger.
   - The contribution of both industry[6] and manufacturing to Canada's GDP has been falling since 1953, when measured in current dollars.
   - Services accounted[7] for 64.3% of Canada's GDP in '85, up from 61.2% in '75.
   - Services accounted for 70.4% of Canada's jobs in '85, up from 65.8% in '75.

6 *Industry = manufacturing, construction, mining, oil and gas. John Kettle.*

7 *As measured by Statistics Canada.*

- In 1985 service jobs were 7.2% higher than in pre-recession '81; whereas goods-producing jobs were 6.5% lower in '85 than in '81.
- Since 1971 the service sector has created as many NEW jobs as the total number of jobs in the goods-producing sector. 84.6% of the jobs created in Ontario between 1941 and 1981 were in services.
- The service sector is[8] not just government. Already private services are three times the size of public services. Already, in the more narrowly-defined "services" section[9] of the service sector, private services are larger than government services. Kettle projects that they (private services) will grow from about 11% to just under 18% of Canada's GDP by 2001.
- Jobs in the goods-producing sector have fallen from an '81 peak of 37% of total jobs in Canada to below 30% in '86.
- The resource sector continues to decline in importance. Resources contributed 8.8% of Canada's GDP in '86, down from 16.9% in '71. Kettle projects resources will contribute just 3.2% in 2001.
- Unionized construction jobs are declining in Canada: from 278,000 in '81, to 215,000 in '84, to 171,000 in '95 (projected).
- 80% of the price of a car in the '50s was the cost of material and wages; now the figure is 20%; now 80% are service costs of design, marketing, management, engineering, health care, etc.
- 1.4 million Canadians now work at home in service jobs; 2.3 million projected by 1995.
- Large industrial firms no longer create jobs, e. g. Imperial Oil has roughly the same number of employees now as in 1947. In '61 only 18% of Canadians were employed in small firms. The figure was 30% in '81. Kettle expects it to reach 43% in '91. Over 57% of the jobs created between '71 and '81 in Canada were in small firms.
- In constant dollars, steel consumption per capita in the US has fallen slightly from its peak in the mid '70s; steel con-

8 *Service sector = services, finance, trade, government, transportation, utilities and communications as defined by John Kettle.*

9 *Services section = services to management, hotels and food service, health service, personal & household services, amusement & recreation, education and other.*

sumption per $1000 of GNP peaked in the late '20s; it is now at the same level as in 1880. One reason is the greatly increased productivity of new technologies. Consider the weight-to-power ratio of steam engines--in 1810 it was about 1,000 Kg. per horsepower; 100 Kg./HP in 1900; 25 Kg./HP in 1950; and, 14 Kg./HP in 1980.

- Steel capacity in the US has fallen from 160 million tons in '77 to 112 in'87. In world terms, industrial countries now produce 54.8% of the world's steel, while developing countries produce 15.8%. In 1995 the figures are forecast by Kettle to be 46.4% and 24.9% respectively.

- The per capita consumption of cement, paper, aluminum, chlorine, and ammonia all have declined from their peaks in the '70s. Three examples: the amount of copper in a car radiator has declined from 14 Kg. in 1950 to 4.5 Kg. today; computer design allows 7000 more cans to be produced from a ton of material than was possible ten years ago; in the early '80s, 48% of the lead, 38% of the copper, 27% of the aluminum, 24% of the zinc, and 19% of the tin used in the West was recycled material.

- 1.8 KWH of energy was consumed in 1986 for every $1 of GDP; the peak was '70 at 2.6 KWH.

- In real terms, commodities have been slowly declining in price, relative to manufactured goods, since 1870.

- The contribution of durable manufacturing[10] to the economy is falling from its peak of 10.5% in the early '70s. It was at 9.9% in '87. Kettle forecasts it will be 5.8% in 2001.

- The make-up of the labour force is also changing: (a) part-time work is increasing (15.6% of employment in '86, up from 11% in '76); (b) the number of women at work is increasing (42.8% of employees in '86, up from 37.2% in '76); (c) the number of men at work is decreasing (57.3% in '86, down from 62.9% in '76); and (d) the level of education of the work force has been rising, e.g. there are now more persons in the work force with some post-secondary education than persons with only grade school education (the cross-over year was '83), 33% of Canadians over 15 years old have some post-secondary education. This is expected to rise to 40% by 2001.

10 *Durable goods = machinery, autos, pipe, furniture, appliances.*

- The problem of youth unemployment (15-25), a major preoccupation since the late '60s, is rapidly being dealt with by the aging of the "Big Generation" (the term is John Kettle's). The youngest of the BG are now 22. However, employment issues for the BG continue: the least educated have still not had their first real job; those in large organizations are finding that the fast track is a clogged track.

- Brand loyalty, one of the marks of the mass markets of the industrial era, is dying. Few families identify themselves with a particular brand of cereal or make of car, as used to be the case. Now the allegiance of the consumer must be won afresh with each new purchase. Further, the mass markets of the past which could be dominated by one or two brands is declining. To be assured that a particular item is for you because everyone else has (or uses) it, is today no assurance at all to most persons. Persons now feel free to assert their individuality through their tastes. The result is a market of niches; a mass market of unique items.

- Finally, workers have more leisure time than in the past. Kettle calculates a 1896 base of 21 hours per week of leisure and a 63 hour work week. In the early '50s leisure and work were equal in hours per week (at 42). By 2050 Kettle sees the reverse of the 1896 situation--a 21 hour work week and a 63 hour leisure week.

5. ***FROM AN INDUSTRIAL TO A POST-INDUSTRIAL ECONOMY:*** *An increasing number of commentators (e.g. Bell, Kettle, Nelson, Balmer) find it useful to summarize the differences between our past and our future as a shift from an industrial to a post-industrial economy. This shift is captured in the following table.*

TABLE 1

INDUSTRIAL CHARACTERISTICS	POST-INDUSTRIAL CHARACTERISTICS
separate sector of society	re-integrated into societal order
dominant sector of society	an aspect of the societal ecology
to increase production	to increase the quality of consumption of goods/services human experience of living well
making/controlling is dominant	utilizing knowledge is dominant
30% jobs in industry at peak	20% jobs in industry in 2025
capital & labour intensive	knowledge intensive
machines replace human labour	machines support knowledge use
private profit motive	societal well-being motive
discipline of market	discipline of knowledge/reality
mass market	niche markets
mass production	produce as required
assembly lines, linear logic	networked teams, ecological logic
high labour, low knowledge	low labour, high knowledge
producer-driven	demand-driven
focus on supply/supplier	focus on end use/user
national economy/firms	global society/organizations
resource-intensive/wasteful	resource-frugal
fast growth in spurts (5%-7%)	slower sustained growth (2%)
competition, hoarding	collaboration, sharing
tight and high boundaries	leaky and fuzzy boundaries
hierarchical bureaucracies	holographic networks
centralized, external authority	diffused, internal authority
top-down controlling management	diffused managing, internal control
managerial, rule-bound	entrepreneurial, story-bound
number-driven, focus on surface	reality-driven: surface and subtle
masculine culture/images	inclusive culture/images
public/private split is primary	societal commitments are primary
labour/management split	no sharp distinction, both transcended
head/hands split	no division, a new integration

TRENDS IN THE PHYSICAL ENVIRONMENT

The fact of this section may be more important than its specific contents. Only a decade or so ago the environment would not have been considered

as a changing factor that influences the future. However, we are now aware that our physical environment is changing, and that it can no longer be taken for granted. The two major headings under which it is useful to think for our purposes are those of climate change and environmental protection.

1. Climate Change

It now appears to be the case that for most of the earth's four billion years, there has been relatively little variation in her climate; only a few million years of significant climate change. Further, only the last three million years have seen the 100,000 year cycle of relatively warm climate punctuated by ice ages. It is useful to remember that only 20,000 years ago most of northern Europe and North America were covered by ice. Finally, a global cooling period began in the 1940s. The question we now face is what is likely to happen next?

In the late 1980s most scientists favour the view that there is an increase in average global temperatures due to the CO_2 levels in the upper atmosphere–the "greenhouse effect". This belief has been strengthened by the fact that the '80s are the hottest decade on record. However, our records from daily observations are only 150 years old, and the increase of the '80s is still within the pattern of historic variation. On the other hand, it appears that the CO_2 concentrations in the atmosphere are 25% higher than they were before the industrial age, with its increased consumption of carbon. So it is hard to tell. We may be experiencing a heating blip in a longer cooling cycle or the beginning of a major period of global warming.

Probably as important, or more important, than CO_2 in the atmosphere is the effect of massive defoliation on the transpiration of moisture to the atmosphere and salination of the soil due to human activity. This has been going on for millennia, or at least many centuries. Afghanistan and much of central Asia once had forests and a good deal more stable precipitation. The advent of the Sahara, and its march south are well known. The effect of this in the American continents and Australia is less but still noticeable. While the deforestation and its climatic impact started long ago, it has accelerated markedly in the current century. Also of note is the interaction with the "greenhouse effect;" less vegetation fixes less atmospheric CO_2.

Climatologists have differing views as to various impacts, but they do agree on one thing; the earth's climate is less stable. Unusual patterns of weather are becoming the norm. Further, the record shows that major variations in climate also bring political and economic turmoil with them. In short, our patterns of expectations and response need to be widened to include a greater variability than is now the case.

Assuming a pattern of global warming, there is agreement on the following trends, although the degree of severity is less certain:

- Southern Canada will be more arid, the prairie droughts of the '30s will be the norm.

- The near north (up to 60 degrees latitude) will be warmer and support agriculture where there is suitable land (an important qualification). The growing season will be 40-60 days longer. Southern crop yields will suffer, due to the heat.
- Forest growth rates will increase. Acid rain aside, a major increase in hardwoods in Ontario-Quebec is anticipated.
- The level of the Great Lakes will drop, but they will be ice free, affecting both shipping and power generation.
- Energy demand for winter heating will drop more than the rise in demand for summer cooling.
- There will be some increase in the sea level, mostly due to the expansion of the water in the oceans; but this is not expected to be severe in the time limits of this study. The ultimate cost of higher sea levels will be tens of billions of dollars.
- Eventually, skiing will cease in southern Ontario and Quebec. On the other hand, warm-weather sports and recreation activities will increase.

2. Environmental Protection

Our awareness that our environment is not given forever, but contingent upon good care by humans, is increasing dramatically. Such awareness was limited to those seen as eco-freaks up to and through the '70s. Only in the '80s has protecting the environment become a major public issue. We predict that public awareness and demands for effective action will increase into and through the '90s, not only in industrial countries but worldwide. Here we include every aspect of environmental protection, including CO_2 production, release of CFC's, transport and disposal of toxic wastes, energy conservation, ecological farming techniques, water use. The list is virtually endless.

Taken together, there will be more pressure on all organizations to factor environmental protection into their plans and actions. The disruption at Pearson Airport regarding waste from airlines is the tip of an ice berg. Energy efficiency and resource conservation will become routine concerns. One result will be to increase the operating costs of various forms of transportation, as costs now externalised will have to be internalized. Another result is that massive amounts of public monies may have to spent

to deal with crises. If so, there will be less money for routine, non-essential expenditures.

It is apparent that a critical mass of Canadians, indeed of persons in western cultures generally, now sense that the present relationship between humans and the environment is not working well enough to be sustained for even another hundred years;[11] that sometime in the 21st century "something's gotta give"; and, that the giving will be done by us as we alter the ways we live on the planet. The concern for the environment that is fed by this[11]aily in even a casual review of newspapers, news magazines, conference topics and speeches of opinion leaders. The following is a sample:

- In the fall of 1987, seven in ten Canadians told Decima Research that "they were more worried about the environment today that they have ever been." At the same time nine in ten told The Environmental Monitor that "they get personally upset over the perceived lack of action to protect the environment."

- *Canadian Trend Reports* has documented the fact that the volume of press coverage devoted to the environment more than doubled from 1978 to 1986 (from 3% to 7%).

- It has become routine for all ministers of the environment in Canada to talk in ways in which, previously, only committed members of the Sierra Club talked. John Fraser set the new style in 1979. The present federal Minister, Tom McMillan, gladly carries on the new tradition of "Minister of the Environment as a watchman who sounds the warning trumpet." He argues openly for sustainable development. He has written, "if we continue to trash our environment, the economy, and ultimately, the planet and all other life forms, including the human race itself, will perish."[12]

- *The Gazette* (Montreal, August 13, 1988) ran a story on the destructive effect of acid rain on buildings in Montreal and around the world. It included the fact that "normal" rain in Montreal now has a pH of 4.3, but can be as low as 3.2 in spring and fall. These compare with pH readings of 5.6 for normal non-acidic rain.

- In the fall of 1987, *Business Week*, the largest business publication in the world, ran a cover story on the damage we are doing to the earth's oceans. The story focussed on the

11 *Recall that when Adolph Hitler proclaimed his "thousand year Reich" no one questioned his assumption that whatever form of industrial society emerged victorious from the Second World War would, in fact, last that long.*

12 *Into The Mainstream: Strategies For A Secure Environment. Environment Canada, 1988.*

linkages between our deteriorating environment and deteriorating economic gain. The essential views of the Brundtland Commission was echoed and defended. "Can we change?" they asked. "We'd better", they answered.

- Both *Time* and *Newsweek* devoted their August 1, 1988 covers and their cover stories to water pollution and its consequences. "After decades of abuse, our coastal waters are dying. Is it too late to save them?", asks *Newsweek*. *Time*, approvingly, quotes Jacques-Yves Cousteau as saying in 1980 that "The very survival of the human species depends on the maintenance of an ocean clean and alive, spreading all around the world. The ocean is our planet's life belt."

- The fact is that this summer of 1988 will likely go down as the hottest on record has done a lot to fix our attention on our utter dependence on fresh water and on the causes of the "greenhouse effect." Suddenly the release of CO_2 into the atmosphere is worthy of serious public attention. Even *Business Week*, in an August 1, 1988 editorial, argues for a new energy tax in the USA to encourage greater energy efficiency. The main threat they cite is not energy shortage, but CO_2 contamination of the atmosphere.

- Environmental issues are not a set of discrete issues, but an complex and dynamic ecology of issues and this is rapidly becoming generally understood. This can be seen in the emerging focus on sustainable development that is basic to both the Brundtland Report and to the Canadian Report of The Task Force On Environment and Economy. Until very recently, such reports were only issued by those seen as eco-freaks, and certainly not by task forces that include a nation's business elite.

- In September '88, The European Court of Justice ruled that Denmark's requirement that beverages be sold in returnable bottles was not contrary to the EEC free trade policy because "the protection of the environment constitutes an imperative requirement."

- The essential message of the background paper for the recent conference on *The Changing Atmosphere* was summarized by the Conference Secretary in these words:

There is a strong likelihood of global warming that could increase the sea level, greatly alter agro-ecosystems and water resources, and generally challenge traditional ways of life. Some of the projected rates of change are outside of our planning experience. Our ability to predict these effects is inadequate, as is our ability to cope should present projections be realized. Moreover, the use of the atmosphere as a chemical waste disposal system threatens both natural resources and human health. Sound policies to

protect atmospheric imperatives must be developed and implemented if we are to leave a legacy comparable to that we received.

- The opening two paragraphs of the final statement from the same conference read:

Humanity is conducting an unintended, uncontrolled, globally pervasive experiment whose ultimate consequences could be second only to a global nuclear war. The Earth's atmosphere is being changed at an unprecedented rate by pollutants resulting from human activities, inefficient and wasteful fossil fuel use and the effects of rapid population growth in many regions. These changes represent a major threat to international security and are already having harmful consequences over many parts of the globe.

Far-reaching impacts will be caused by global warming and sea level rise, which are becoming increasingly evident as a result of continued growth in atmospheric concentrations of carbon dioxide and other greenhouse gases. Other major impacts are occurring from ozone-layer depletion resulting in increased damage from ultra-violet radiation. The best predictions available indicate potentially severe economic and social dislocation for present and future generations, which will worsen international tensions and increase risk of conflicts among and within nations. It is imperative to act now.

- The following is a final example of the shift in attention towards an integrated view of our environment and the place of the human in it. In its lead editorial, August 16, 1988, The *Globe and Mail*, hardly Canada's most radical paper, says, "Pollution and the environment should be leading issues in the coming federal election campaign, issues for the 1990s, issues for our health, our economy and, ultimately, our moral place in the world." Sometime in the '80s a critical mass of Canadians became aware that our present routine behaviour within the environment is not only literally casting a pall over our cities, but casting doubt on our future and the future of all that we hold dear. It is something all Ministers, senior managers and planners need consider.

TRENDS IN TECHNOLOGY

New Developments in Computers: Bell Labs, the inventors of the transistor, announced in 1986 that they have developed the first transistor switch that is capable of more than two states, i.e. not just off or on. This opens the door to building computers that can handle fuzzy and ambiguous information, as can humans. This, in turn, opens the door to being able to deal with subtle forms of pattern recognition. In short, it will contribute to the shift from information processing to knowledge processing.

MKS (multi-expert knowledge systems) are being developed for the US Air Force. For the first time, an "expert system" will be able to handle,

integrate, and use the multiple perspectives that are involved in integrated (mature) judgments. Again, the future lies beyond mere information processing.

Fast Data Finder, announced by TRW in 1987, is a parallel processor designed to enable access to specific information that is contained within vast quantities of information. It handles 9,000 bytes at once. It is able to browse 6,500 page novels in one second as it searches for a string of 600 words. Consider the implications, in light of the fact that one of the impediments to really being current and serious about "best practice" is that it takes so much energy to keep up with the flood of print.

Finally, work is underway to design vast parallel processing computers that are based on the design of the human brain's neural networks. Even the early research models can "learn", e. g. once shown a face from 2 or 3 angles, the computer can recognize the face from entirely new angles and with a disguise. This capacity to recognize patterns that are incomplete and complex, is, of course, common for humans, but entirely new for machines that process information. Again, the future lies beyond mere information processing.

Telecommunications: The single greatest impact on world communications is being made by digital computers. Micro-electronics is bringing the same benefits to telecommunications that it has brought to computing, greatly reduced cost and greatly increased capacity. As well, there is the same powerful, disruptive and transformative tendency towards integration. Much has changed and is changing.

First-class letters cost 37 cents. For the first time in history, the volume of first-class mail is declining. Actual transmission costs are now higher for mail than facsimile, and over ten times higher for mail than by computers using Data route. Telegrams are used so infrequently that CN/CP have closed the last of their walk-in telegraph offices.

Direct distance dialing is standard throughout virtually all of the country. The whole of Europe and most major countries can be direct distance dialed. The cost of a phone call to Europe is no more than a phone call across Canada was fifteen years ago. Within Canada, it is now the exception rather than the rule that those who originate incomplete long distance calls, invite the person called to return the call collect. However, the psychology of a long distance call being special has not faded completely among those over 40. So it is still common in most homes and offices to disrupt meetings and conversations to take the phone because it's "long distance". Our consciousness changes slowly. Our teenage children, however, now phone throughout the country, if not yet the world, without giving it any thought.

Communications between major cities is now so cheap because of satellite and micro-wave that it costs the telephone company more to get the

telephone signal from downtown to the edge of a city than it does to move it between one city and another. This suggests that the cost of local calls will increase greatly while long distance costs increase hardly at all in the early '90s. Satellite communication is now so common that television signals have been available to even the remote parts of Canada (The CANCOM Service) for seven years. It uses a satellite which requires an 4-5 foot dish to receive the signal. This contrasts with an 8-10 foot dish only a few years earlier. By the 90's satellite's signals will be sufficiently powerful that receivers can be wrist-watch size.

Modems which allow computers to be connected together are so inexpensive that they are increasingly being built into the new machines as standard equipment. Soon, it will not be possible to buy even the cheapest computer without a built-in modem in much the same way that it is not possible to buy a television set that does not receive both UHF and VHF channels. Modems are becoming faster as well as cheaper. The slowest (300 baud) modems are considered antiques. 1200 and 9600 baud modems built on a single chip are now common for personal micros.

Most organizations are experiencing internal distress as they discover that the once normal distinction between telecommunications, data processing, and secretarial services is now outdated. What previously were three separate areas, each with its own organizational unit, now overlap, and need to be integrated if any of them are to work. Most countries still talk bravely about the future of their postal and telecommunications services. This, in spite of the evidence that one of these, the mail, is heading for near-extinction. Canada Post tried, and failed, to manipulate the legal definition of a letter so that ordinary mail does not become an endangered species.

Micro-electronic signals are now fully digital. Therefore, in principle, there is no longer a need for separate equipment to handle sound, music, the human voice, motion pictures, television, text, graphics or computer signals. In fact the world's largest computing, telephone and tele-communications firms have committed themselves to integrating these signals. ISDN--Integrated Services Digital Network is the name given to this emerging reality. Accordingly, integrated digital communications systems will be the highways of the future. They will be as fundamental to the future development of our society, as the road systems were to Rome or are to North America.

Behind these transformations, as with the others considered above, lie dramatic changes in technology. Whereas copper wire requires a repeater every 6-8 kilometers to amplify the signal, fibre optics cable now require a repeater every 105 kilometers. Even this compares with every 50 kilometers for fibre optics prior to 1987. Future generations of fibre optics will require a boost every 1000 kilometers. While copper wire is subject to electro-magnetic interference, fibre optics are not. Further, fibre optics can handle any digital signal in huge amounts. Present fibre optic cable can

handle 140 mega-bits per second, enough information to handle 2000 voice conversations simultaneously. The next generation of fibre optic cable will handle 500 mega bits per second or 8000 voice conversations simultaneously. Some predict 10,000 mega bit capacity (10 giga bit) by 1997.

Fibre optic cable now available will allow the distance between a mainframe computer and its peripheral equipment to be increased to 2 km from 50 feet. Cornell University has just announced (October, 1987) that it has developed a prototype of a new communications system based on super conducting material. A single line can carry 1,000,000,000,000 bits per second (100X faster than today) and 15,000,000 telephone calls at the same time.

What Does it all Mean? The question before us now, is whether new technologies are emerging that will, alone or in conjunction with others, fundamentally alter the environment of sport and recreation by 2000 or 2015. This appears to be the case for micro-electronic technology. While we are not technological determinists, we are impressed by the degree to which powerful new technologies do greatly influence the future shape and functioning of a societal order. Every traditional culture has been disrupted by modern industrial technology.

One major dynamic today is the extension and refinement of industrial technology in every area of the globe. From this point of view ours is the great century of industrialization. A second major dynamic is the emergence of post-industrial technologies, particularly in established industrialized, and newly industrialized, countries. From this point of view ours is the century in which we came to recognize that the future is beyond industrialism.

The major distinctions between industrial and post-industrial technologies are these:

TABLE 2

Industrial	Post-Industrial
"thing" oriented	Knowledge oriented
assist, replace muscle	assist, replace thinking
additive logic, "more"	synergistic logic,
there is never enough	enough is enough
fragmenting, specializing dispersing, centralizing, standardizing	integrating, differentiating
forever, in all places, for all	for here, now and us
persons fit into machine processes	technology serves persons
local, provincial	continental, global
persons need to be individuals to do their job, but basically who are obedient to authority	persons need to be secure individuals who can work with and through others.

In these terms, much new technology is becoming increasingly post-industrial, especially micro-electronics. Since this dynamic is not well understood, much of it is used to do industrial processes faster and better, e.g. computer chips to increase energy efficiency. Important as such uses are, they are not the most formative uses in the longer term. As the logic of the new technology is coming to be understood, as it is the results will be an increase in:

- Global scale activities, by networks of diverse organizations;
- Global competition and competitiveness;
- The design of "technologies" that assist and support critical, reflexive human thought and decision making and human creativity;
- Organizational, regional and societal instability as these and other transitions take place;
- The Need for cooperation.

It is suggested that micro-electronic technology is the most significant "post-industrial" technology yet developed. It:

- exhibits an increasing number of characteristics that are post-industrial and, therefore, is an increasingly powerful carrier of post-industrial consciousness;

- is essential to the development of other post-industrial technologies, e.g. bio-technology;
- is the essential element in the transformation of mere computing into information processing and, eventually, knowledge processing;
- is truly a "transformative technology"; and
- is a very new technology.

It is so new that it is not surprising that its nature and significance has not yet sunk into the consciousness of most managers and opinion leaders, let alone that of the ordinary citizen.

TRENDS IN DEMOGRAPHY

A. WORLD TRENDS:

- There are now 5 billion of us on the planet. There will be 6 billion by 1998/2000 and 10 billion by late in the 21 century.
- There are now 83 million more births than deaths, world wide. This contrasts with 74 million in 1970 and the projected number of over 90 million in 1990s. About 70% of births are in third world countries
- Given present growth rates, the time to double present population is: China 54 years; Japan 124 years, USA 104 years, India & Brazil 33 years; Mexico 28 years, East Africa 23 years, Iran 21 years.
- The percentage of the total world population living in free modern countries: in 1950 - 22%, 1987- 15%, 2030- 9%
- By 2000, 70% of earth's population will live in Asia; they will produce 50% of world's GDP.
- By 2000, 3 of 5 cities with populations of 15 million +, will be in 3rd world countries.

- The percentage increase of populations of various countries from 1986 till they stabilize in size:

Kenya	455%	over 20 mill
Nigeria	406%	over 105 mill
Iran	253%	over 47 mill
Mexico	143%	over 82 mill
Brazil	108%	over 143 mill
India	116%	over 785 mill
China	50%	over 1,050 mill
Soviet Union	35%	over 280 mill
USA	20%	over 241 mill
UK	5%	56 mill
Japan	6%	121 mill
West Germany	-15%	under 61 mill

B. CANADIAN TRENDS

The essential point is that, even today, increases in Canada's population depend on a net immigration to Canada. The reason is that the average fertility rate in Canada is now 1.7 *and it is slowly falling*. Quebec already has a fertility rate of 1.4—the lowest in the world except for Germany. Further, increased immigration implies an increase in the ethnic diversity of Canada. Accordingly:

- Canada's population is now commonly expected to peak at 29-30 million sometime between 2011 and 2026.
- The median age in Canada was 26 in '71 and 31 in '86. It will be 41 in 2000 and 48 in 2031.
- The Big Generation[13] (BG) will continue to dominate Canadian society. They are now 22 to 37 years old. In 2000 they will be between 40 and 59 years old. They will not all be over 65 until 2025.

13 *The "Big Generation" is John Kettle's term. It denotes those born between 1952 and 1966. In each of these years there were over 400,000 live births in Canada, an increase of from 30-50% over other years.*

- The labour force will grow from 16 million to 19 million in 2010 and then decline to the level of the early 1990s (17 million) by 2031.
- Those over 65 will double (to 5 million) by 2015, and triple (to 7.5 million) by 2031. Fewer of them will work. In the '50s 20% of those over 65 worked; but only 7% in '86.
- The average family size is falling (from 3.7 in '66 to 3.1 in '86). Further, John Kettle calculates that the marriage rate has fallen by 50% since the end of WWII. Between '66 and '86 single parent families increased by 130%, while two parent families increased by only 43%.
- Inter-provincial migration is hard to forecast. In the '70s the shift was not only to Ontario, but to Alberta and B.C.. In the '80s the shift is overwhelmingly to Ontario–specifically southern Ontario. About half of Canada's population lives in a 150 mile wide swath that extends from Windsor, Ontario to Quebec city. The general expectation is that only this central Canadian swath, the Calgary-Edmonton swath and the lower mainland of BC swath will increase their share of the total Canadian population.
- The differences between the participation rates of men and women in employment will continue to narrow as female rates increase and male rates slowly decrease.
- Almost 2,500,000 Canadians are unable to leave their residences because of their physical condition. Of these 302,000 cannot take long trips and 121,000 cannot travel at all. It is expected that there will be increasing pressure to integrate such people into the wider society on as normal a basis as possible.

TRENDS IN SOCIAL ATTITUDES

General Comment: Ours is one of history's more interesting periods. First, we are experiencing substantial changes in specific fields, such as demographics, economics and technology. Second, and more important in the long run, we are becoming increasingly aware of the dynamics of change, and of our role in shaping the future of our lives and society. we are becoming aware that we need to make wise and strategic choices.

One aspect of our emerging awareness is the recognition of the fact that persons live on the planet, not as isolated individuals, but as participants in an evolving way of living. Further, every way of living on the planet is now known to be an interwoven ecology: there are a multitude of relations and influences, seen and unseen, among the various aspects of life. While it is useful, even necessary, to tease out various strands for closer examination, we must never forget that each is a strand in an ecology, not a stand-alone part of the world.

A tension, between seeing things as separate and seeing things in their relatedness, is encountered when one thinks of the social/attitudinal aspects of our life and future. On the one hand, this is one more strand to consider. On the other, its features are clearly shaped by interactions with other aspects of living, e.g. technology and demographics. A second tension is also encountered: that between the development of new attitudes and social characteristics and our increasing reflexive awareness that we are developing new attitudes and social characteristics.

Summary of the Changes We Are Now Experiencing

OUR PAST	OUR FUTURE
BIG GEN. - CHILDREN	BIG GEN. - MATURING
OLD AT 50 + POOR	OLD AT 75 + $$ O.K.
EUROPEAN/ATLANTIC FOCUS	ASIAN/PACIFIC FOCUS
SEGMENTED	INTEGRATED
ECONOMICS 1st	LIVING 1st
COMFORTABLY NAIVE -- STRESS	STRESSED – NEW LEVELS OF FREE COMFORT
LOW LEVELS EDUCATION	HIGH LEVELS EDUCATION
THERE IS ALWAYS MORE	THERE ARE LIMITS
PROVINCIAL AWARENESS	GLOBAL AWARENESS
OUTER ORIENTED	INNER ORIENTED
FIXED/RIGID	FLEXIBLE/EXPERIMENTAL
IGNORE ENVIRONMENT	RESPECT ENVIRONMENT
ILLNESS CARE	CREATION OF THE HEALTHY

A WORD ABOUT EACH

1. From The Big Generation as Children, Youths To Their Maturity as Adults

The "Big Generation" is John Kettles's term for persons born between 1952 and 1966. In each of these years there were over 400,000 live births in Canada, some 30% - 50% above the norm. Their size alone dictates that they will be important. As long as they have been alive they have been Canada's largest market by age cohort. As long as they can remember they have been catered to by the market place and abused by public institutions. Their attitudes to both follow.

But size is not their only source of importance. They are also the first generation to carry new values and new perceptions. They are the edge of our emerging social culture. The main reasons are their size–they must be

taken seriously; their high education levels--they can think for themselve reflexively; and the way they were raised--they were encouraged to thin and to be independent. Many of the specific trends considered below wer first developed to a critical mass by the big generation.

What is important for our future is that they are beginning to mature a adults. By 2000 AD they will be 34-48; by 2015 49-63. Accordingly, whil the market place has catered to them as buyers, the major institutions of ou society have not. However, they are now moving into places of increasin power and influence in those institutions. It is reasonable to expect the nex 25 years to be years of serious organizational and social reform, as the las 25 years have been years of serious personal reform. Note also that as the have aged and become better able to engage as adults, there has been a spill-over effect of some of their values and views onto their parents.

2. From Old at 50 and Poor to Old at 75 and Financially Secure

One of the unnoticed revolutions is the "ageing of ageing". It was not un common for our grandparents to be old at 50. The life they lived was hard they were worn out. It showed in their bodies and their spirits. Now fo any who will take reasonable care of themselves a similar ageing sets in the 70s. Twenty more years of active and healthy life is a major fact of ou present, and our future. It already translates into travel. In the future it wil increasingly translate into social action.

Further, to be old was to be poor. Decent pensions were few. Mostly there was hardship. Now, only 8% of those below the poverty line are the elderly. Medicare, the CPP, RRSPs and private pensions have largely worked. With every passing decade the burden of age will be less and less a financial burden. This, with younger bodies, will lift the spirit.

3. From a European/Atlantic Focus to a Asian/Pacific Focus

After the Renaissance, history shifted from a Mediterranean focus to a North Atlantic focus. The centre of the reformation, empirical science, mercantilism, global exploration, the new industrial age, and the new world was in countries on the north Atlantic, not the Mediterranean. Now the centre is shifting again. History no longer belongs to those on the north Atlantic. With every decade the new locus of power is shifting west to the Pacific. By 2000 A.D. 50% of the world's GDP will be created in Asia. Note that Canada is in fact, if not yet in mind, a Pacific, as well as an Atlantic, nation. As this dawns on us it will re-order our affairs and priorities. Put simply, the demise of the Lakehead and the seaway are not just a function of this year's drought.

4. From a Segmented To an Integrated Sensibility

The heart of the industrial era is the view that it is cosmically acceptable to deal with X without Y. This allowed us to pull things apart; to study one thing at a time; to segment our world and ourselves with it. Such segmen-

tation is seen in virtually every corporate organization, public or private, from schools to hospitals to factories to churches. Witness the fact that Transport Canada is supposed to be responsible for the "federal" segments of "transportation", each one of which is a separate mode. It is no accident that relatively little energy is invested in looking at transport as a whole, or that there is little developed competence in setting transportation in the context of the ecology of an evolving societal order.

However, as the above comments imply, the major discovery of the 20th century is the discovery of the ecological nature of all reality. This theme is now dominant in virtually every area of our lives, even if it is often not recognized as such. Consider just-in-time manufacturing, new information technologies, organizational forms, and, of course, our discovery of both social and physical environments as ecologies.

It is just dawning on us that the persons who operate in such a dynamic and relational world must themselves be as integrated as the systems they operate. No longer can we afford planners who cannot do and doers who cannot plan; nor heads without hands or hands without heads; nor minds without emotions or emotions without minds. In 1988 this is the cutting edge of our ideas; it is not even serious practice. By 2000 it will be. By 2015 it will be the new orthodoxy. Our grandchildren will be as puzzled by our acceptance of fragmentation as we are by the acceptance by our grandparents of the denial to women of the right to vote and be recognized as full persons.

5. From Economics First To Living First

We live in a society that takes life to be a noun. As such it can be possessed, bought, sold, owned, rented and lost. This attitude can be seen in the way we talk and organize. Life is a series of "delivery systems" to deliver health, justice, recreation, welfare, economic goods. This attitude is no accident; it follows from the segmentation noted above. But our interest is in its impacts, not its roots. The effect of this attitude is to grant a primacy to things economic. "Seek ye first economic prosperity and all else shall be added unto you."

The trouble now is twofold: (1) this attitude is getting us into deeper and deeper trouble as we destroy our corporate forms, social fabric and physical environment in the pursuit of cash value; (2) the attitude no longer commands our commitment. As we become increasingly aware of the real costs--psychological, physical, environmental, organizational--of a society dominated by its economy, and as we become increasingly aware that there are other ways to experience the world, we are becoming more and more interested in the quality of our experiences, not the amount of our possessions. We are shifting to a sense that "living is a verb", and that it needs to be done well, rather than badly.

This growing commitment to the quality of one's experience is a major thread that runs through the demise of "jock" culture, the rise of the arts as forms of participation, the demands in every sphere for participation and not just cash, the investment in those things (stereos, autos, etc) as sources of quality experiences and not as possessions to be owned for their own sake. Some market researchers now make this point by talking of the future as belonging to the "experience" industry.

6. From a Comfortable, if Naive, View, To a Stressful View and a New Comfort

The basic experience of most Canadians over 50 is that with every decade since the '60s life has become more stressed and puzzling. The old certainties that once gave comfort seem increasingly out of place in the world as it is developing. Our naivete, shared so openly in the '40s and '50s , that things would just get better and better, is now thoroughly shattered. Clean air, abundant water, miles of open space, acres of farmland, respect for authority, mothers at home with children, the presumption that leaders tell us the truth, schools that both teach and form character--all have gone. What is more, the Bill of Rights seems to feed the frenzy; it is being used by more and more groups to assert their rights. Where will it end?

Our point is that while this phenomenon is real, it is a mistake to project it on into the future, as if it will grow forever. There are many signs that an increasing number of persons, and now even some organizations, are working their way through this slough of despondency to new and deeper understandings of what is happening to and within us. We point to growth in the number of persons and organizations who are actively engaged in a struggle to develop personas that are both less naive and more mature, i.e. personas that enable one to face, wrestle with and even be fed by change, rather than having to hide from it and deny it.

In our view the fruits of such struggles will begin to be public by 2000, and will be well established by 2015. In short, we are learning to expect and dance with change, rather than to be thrown by it. As we become more aware of this dynamic, not only in our lives but in our world, we will begin to hope more deeply and act with greater commitment towards the future.

7. From Low Levels of Education To High Levels of Education

The average level of education in the society and the work force is crucial to our future. Once a substantial minority of persons are educated through and beyond high school, new things happen in a society. Specifically, a reflexive, second-level learning begins to be normal. Those who do not have a complete high school education tend to see the world in concrete terms. It is "flat", with little depth or subtlety. Things are what they appear to be. They can be taken for granted. Such a world is not a world in which second guessing, looking under the skin, looking for an alternate view, is appropriate.

In contrast the final years of high school and the early years of college are the years in which one learns to develop perspective, to get some distance from things as they appear, to see beyond the obvious, to see with insight, not just eye sight. This ability alone makes one more independent. One is more inclined to question tradition, the ways things have always been done, authority, and even self.

In this light, it is important to note that the big generation was the first generation routinely educated through and beyond high school. By 1983 there were more persons in the Canadian work force with university degrees than with only grade school education. With every passing year the dominance of the well-educated grows. This phenomenon is one of the main drivers of social and organizational change.

8. From There Is Always More To There Are Limits

For the last 500 years, all of Canada's history as a part of the new world, there was always more of everything. If one needed more, it was there to be had. This applied to fish in the water, the water itself, land, trees, produce, immigrants, animals, resources and good will. Now, a major reality of our existence is our experience bumping up against the limits of life on the planet. It is slowly dawning on us that all that we took to be inexhaustible, in fact is not. If we want even the essentials of life, let alone the luxuries--from a protective environment, to a reliable community, to drinkable water--we must learn to know and honour the limits of that with which we are dealing. This trend is so new that many today do not yet understand it or its implications. By 2000 it will still be a burden for many; by 2015 it will be seen as necessary wisdom.

9. From A Provincial Awareness To A Global Awareness

Not long ago, it was enough to know one's community and a little about one's country. Knowledge of the rest of the world was optional. Now, this no longer holds. Living on the earth is now a global game: economically, environmentally, socially and psychologically. This fact is one of the major sources of disruption in our lives. The demands that one be protected from this new fact of a global existence are growing. They will increase. But it is one thing to soften the blow, it is another to foster the illusion that one is exempt from having to learn to live in a new way.

10. From Outer Oriented Persons to Inner Oriented Persons

The distinction between inner and outer oriented points to a psychological dimension of life--from what sources does a person derive confirmation and authority in his or her life? In general, children and young adolescents are outer directed--they look to parents and then peers for their direction. Genuinely mature persons are inner directed--they look to what they know about the world for guidance. They are willing to act on their view of the world, even when those in authority tell them not to.

It is interesting to note that many adults, especially those who are not well educated, remain outer directed all their lives. Accordingly, they look to their superiors for guidance, and are generally receptive to it when it is received. In short, they are obedient and responsive, being respectful of authority. The mere possession of authority by another is usually enough to get those who are outer oriented to go along, regardless of what they themselves think. Being in authority means knowing what is right.

The inner oriented are a different kettle of fish. Such persons are more independent of the normal sources of authority in our culture. They think for themselves. They come to their own conclusions. They insist that those in authority not only be in authority, but be right and reasonable. Formal authority is not enough to get such persons to respond. Holding authority merely means that one is now accountable for one's actions. Authority is not a licence to dictate what is done without being questioned by others.

What is interesting for our purposes is the increasing incidence of adults who are maturing to the point that they are becoming increasingly inner oriented. This is the source of the increasing demands in our society for accountability. It is also the source of the attitude of so many younger workers that those in authority must win their respect and trust daily; if not "I'm out of here."

11. From a Fixed and Rigid View to A Flexible and Experimental View

Again, the big generation is a useful dividing line between the generations. Those born before them were raised with a view that while much might change the really real, the really important things in life, did not change. Such things were static and unchanging. This, of course, is the image of strength and permanence behind Prudential's choice of "the rock" as its icon. If one's grip on life is loosened, one is to "grip fast"; to get a hold of things, even oneself. Accordingly, one treated the divisions in the world (between the segments noted above) as given, as water-tight. One was not free to experiment; to move things around. To do so was to take liberties with the basic order of the cosmos.

This sensibility is in contrast to that which is now emerging among us carried by the young. They sense, with post-modern physics and so much else, that change is real, not accidental. If so, then to be flexible and experimental is not to confound reality, but flow with it. Such persons do not need to be told to be "flexible and adaptable"—the new management gospel--they are at home in such a world. What puzzles them is that, in spite of the new gospel of responsiveness, so much of our society is inflexible.

12. From Ignoring Context and Environments To Attending to Them

One implication of a segmented and segmenting world view is that things are looked at in themselves, not in their relations, contexts and environments. Hence, there is a tendency for those with an industrial mind-set to ignore contexts. This can be seen in the neglect of the physical environment

(just throw your garbage away, and it is gone), and in the neglect of the social and organizational environments as we pursue economic well-being. This view can also be seen in the way many still approach the future by focussing on their chosen subject area and neglecting the context in which it is set. (Environmental scanning was designed to overcome this weakness. But note that it was not invented until 1970, and not practiced widely until the late '80s.)

In contrast with the "industrial" view outlined above, is the new view that takes for granted that things only exist in specific contexts, as constituted by specific relations. Such a view attends to context, the environment, not as an add-on extra, but as an essential aspect of the thing on which one is focussing. That we are having some difficulty developing the capacity to think clearly and act consistently in this fashion is readily seen. That we are beginning to so think and act, can also be readily seen.

13. From Illness Care to Creation of the Healthy

We are just coming to recognize that virtually all of what we now call health care is really illness and injury care; that given our industrial past this fact is not the least bit surprising; that even prevention is an industrial concern and that our deepest commitment should be to creating and maintaining healthy persons, families, bodies, spirits, work places, communities. This shift from a focus, and in time practice, from illness to the healthy will dominate our society over the next two generations. This new focus provides a fundamental opportunity for those involved with sport and recreation.

TRENDS IN ORGANIZATIONS AND INSTITUTIONS

It is now commonplace to say, not just as persons but as organizations and institutions, that we must become more flexible, creative, adaptive, innovative, inventive, productive, client-oriented, forward-looking and globally-minded. This assertion is part of the new orthodoxy that is emerging in Canada in the late 1980s. It is repeated at business luncheons and in consultants' reports as a litany is at church. In short, it is beginning to dawn on us that our situation really has changed and that we must re-organize ourselves in ways that reflect and are in keeping with our new condition.

This sense, of the need to be much more serious about both organizational and institutional reform, will grow over the next two decades. By the late 1990s we will be as committed to organizational growth as we now are to personal growth, and in exactly the same sense of the term 'growth', i.e. becoming more mature and responsible for one's life and its outcomes. In time, then, the gap between the outline of our personal profile and the profile of our organizations that has emerged over the last twenty years will diminish. As our organizations become more fit environments for fully mature persons, we will again be at home in them. Put simply, if we are to

take on the characteristics we now know we must take on, we will have to abandon our present form of hierarchical bureaucracies.

But we should not underestimate the magnitude of the changes that are required for this to happen. This shift, which has already begun, includes the following features:

1. From Fixed Hierarchical Bureaucracies to Fluid Holographic Networks

Given the attitudes and the social order we are moving away from, it is not surprising that the dominant form of organization in our society has been, and still remains, the fixed hierarchical bureaucracy. Both features are important. The hierarchy reflects the ancient and industrial sense that truth, once known, does not change. The bureaucracy reflects the industrial view that reality is made up of segments and hence it is safe to give responsibility for each area to persons who typically do not communicate with each other.

Each segment of the organization is given to a separate bureau, and once given is no one else's business. So, in industry, research units, marketing departments, manufacturing sections and design studios all live unto themselves. But similar patterns are seen in the faculty and departmental structures of universities and in the division of government responsibilities into quite separate departments. The separate parts are held together by the overall authority of those in charge, just as Newton's gravity holds the parts of the world together, or the market holds separate economic activity together. The underlying image is the same.

Ideally there is no change. Once something is well-formed, it can stand that way forever. Further, if there is any serious question it is answered by "listening up". In a hierarchy truth is always found further up. Those at the top know. This is the main source of both security and authority. This model is found everywhere in our society; in the public, private and voluntary sectors. It is so deep within us that most persons over 50 find it hard to even think of an alternative to it; after all we commonly say, "Someone must be in charge if anything is to get done." Self-organizing systems are unimaginable!

A slow evolution towards a holographic networked form of organization is already underway. Again both concepts are important. The concept of the hologram is such that all of the information in the whole is also present in each part. So each part of a holographic organization is the organization to those who are in it or who deal with it. Holographic organizations will be able to treat persons as whole persons; to meet all of their needs without having to be passed on from unit to unit--each taking care of its little sliver, but no one caring for the whole person. The networked feature means that each holographic unit is in touch with and mindful of all of the other holographic units. Think of the way mature adults work with one another.

Each is a source of perception, judgement and initiative, but these are in the service of a commonly held vision and mission. This, of course, is what is now possible with networked micro-computers. For the first time in history, we have a technology that allows large-scale human endeavors to be organized in some other way than hierarchically and bureaucratically.

2. From External Control and Supervision to Internal Control and Supervision

It is dawning on us that our present forms of organization treat workers as uneducated adolescents. To make industrial organizations work all workers need to be individuated enough to be responsible to do their own job (as set out in their job description) but pliant enough to do what they are told by their supervisor. "As long as you do what you are told, you will get along around here." Hence, most workers are closely supervised and treated as hands without heads. This style even applies to most middle managers. Now it needs to be acknowledged that this style does work, but only as long as one's workers are basically uneducated and emotionally only adolescents. This, of course was in fact the case, up until our own time. But now most young (under 40) workers are better educated and more emotionally mature. Accordingly, they will no longer tolerate the heavy-handedness of traditional bureaucracies. As noted above, the Big Generation are a new breed of person. To be productive they require a new form of organization. Pratt and Whitney have taken this seriously in their new plant in Halifax. There the rule is that "they are moving from external control to internal responsibility." Those who are unwilling to grow up can move on. The pay-off is two-fold. Each person gets to actually participate as a person who matters to the outcomes of the plant, and most traditional middle managers are no longer needed. Those organizations who now talk as if "lean and mean" is the future miss the point. The future will go to those who are lean, but who are also open, co-operative and synergistic.

3. From Repetitive Tasks to Innovation and Learning

We are coming to see that our organizations are great vehicles for doing essentially mindless, repetitive tasks. But they are lousy vehicles for fostering a commitment to learning, growth in maturity, risk-taking and innovation. Note the fact that most training budgets are among the first to go in a financial crunch. However, in a world changing as much as ours continuous improvement is required, as is a deep commitment to getting it right the first time. Accordingly, it will dawn on us that we can no longer afford to draw upon only a small fraction of what our employees know. Rather, we need all that they are and know if we are to grow together and succeed. In short, the future requires that managers must be able to nurture growth and learning, not just give orders.

4. From Segmented Organizations To a World of Leaky Borders

Once it was all so clear; now it is increasingly fuzzy. It used to be that the lines were clear: one knew exactly what one's job was; who to blame for

failure; where to go to get a particular thing done; who was inside an or ganization and who was outside; whether matters were economic or social educational or recreational. Now this is less and less true. Consider, th relations required by "just in time" manufacturing, or the multi-skillec workers required by new work teams, or the intimacy now required be tween designers, manufacturers and marketers in order to ensure that part of products can be made cost-effectively and able to be sold, or the man economic impacts of good recreation facilities. In each case, borders tha used to be water-tight are now leaky. Many such borders will be effective ly eroded over the next few years.

In sum, conceptually hierarchical bureaucracies are already relics of th past. We have already out-grown them. Now the task we face is to inven the new forms that are better suited to our new shape and the demands o our new circumstances.

META-TRENDS SHAPING OUR FUTURE

INTRODUCTION

In the last section we considered changes that are taking place within each of six major dimensions of Canadian society. Such changes are readily observable once one decides to pay attention to them. But such surface changes are not the only changes now occurring in Canadian society. There is increasing agreement among careful observers that some very deep, and as yet, largely unseen, changes are also taking place in the underlying structure of our culture. The patterns of such deep changes are called "meta-trends" by some, i.e. trends in changes that cut across and underlie all observable and surface change. These underlying "meta-trends" are manifest in, and therefore can be seen in, the specific changes now occurring around us once one learns to see the changing sub-surface patterns. Meta-trends, then, are changes in the sub-surface structure of a culture and in the sub-surface structure of the consciousness of a people in a culture. Since the underlying structure of a culture is very much more stable than its surface, the time it takes for meta-trends to develop is much longer than for surface trends. Changes in meta-trends are measured in decades and centuries, not merely years.

Those who have made it their business to identify and monitor meta-trends now agree that the changes in the underlying structure of our culture are reaching the critical mass at which they are becoming significant. In other words, there is increasing evidence that ours is one of the few times in history during which persons are actually changing the way they fundamentally experience themselves and their world. The root reason is that we are slowly changing our minds about the nature of reality and what it is to be human. Some persons talk of such changes as changes in our "intellectual frameworks" or in our "paradigms"; we will use the language of meta-trends.

In writing this section we are aware that, as yet, there is no wide agreement in Canadian society about the changes described in this section. The main reason is that most persons simply ignore sub-surface realities altogether. We include a brief description of them here because it is our view that most opinion leaders will come to see the reality and significance of meta-trends in the 1990s. The whole point of looking to the future is to see what is coming. Forewarned is forearmed.

META-TRENDS—CHANGES IN THE DEEP STRUCTURES OF OUR CONSCIOUSNESS AND CULTURE

1. *The Meta-Trend Towards Integration, Towards Recognizing the Inter-Relatedness of Things*

In order to grasp the importance of seeing the ecological nature of our world we need to contrast it with the normal sensibility that, over several hundred years, came to dominate modern industrial consciousness and

culture. At the heart of an industrial way of being on the planet is the sense that "X is essentially separate from Y". This means that all things are complete in themselves, can be understood by themselves, and can be dealt with one at a time by themselves. Analysis--the separation of things into their constituent parts--is the root skill. Synthesis is typically ignored. It follows that it is not an accident that classic industrial cultures teach us to focus, to zero in on things and to ignore their contexts and relationships; that contexts and relationships are seen to be accidental rather than essential.

This sense of the world--that life is made up of separate parts--is essential to an industrial society, indeed it is its major distinguishing sub-surface feature. It can be seen in the assumption that individuals, not groups, are the primary and most valued units of society. We vote as individuals, are paid as individuals, are hired and fired as individuals, are held accountable as individuals, and, as individuals are meant to freely make our own decisions about what and who are best for us. This sense is so deep in us that we often forget, even today, that most people on the planet do not share this sense; that most are still more or less within traditional societal orders that assume the priority of the group over the individual.

This sense of the separateness of things is also seen in the way industrial societies organize their lives. The basic rule is compartmentalization--the different aspects of life really are different and so must be kept in their proper place in their own compartment. To mix things together that are different is a major mistake. Consider the following modern industrial distinctions.

TABLE 3

Modern Industrial Distinctions

public life and morality	private life and morality
state and the secular	church and the sacred
work and the economy	leisure and matters social
owners and managers	workers
knowledge and science	faith and mere opinion
objective facts	subjective values
having a job	being unemployed
working and doing	learning and thinking
the economy	the environment
the individual	the group (family, firm, etc.)
buyer	seller

Such distinctions are not only common; they are experienced by modern men and women as both right and necessary. To deny them is a cosmic offence. A voice within us cries out, "Of course this is how things are. How else can it be?" The point, therefore, is not merely that these distinctions are made but that they are made as if the world really is divided in these ways; as if these distinctions merely follow prior divisions that already exist in the world, divisions that we merely find in the world when we open our eyes and look.

This sense of the separateness of things can be seen in virtually every aspect of an industrial society. Consider the internal structure of our organizations. In school we separate first by grades, then by subjects. Each is to do his or her own work without reference to others. To help each other is "cheating"; to "talk across the aisle" is forbidden. At work the divisions are different but equally water-tight. Marketing, research, manufacturing, personnel, design and customer relations are to do their own work and mind their own business. In governments the same pattern holds--each department is ideally a wholly separate and self-contained aspect of life. Finally, the environment is seen as so separate from the economy that one can be "traded off" against the other. Pollution is just another name for more profits and more prosperity.

But this sense of the total separateness of things is already being eroded. In 1988 it is no longer even the ideal to be striven for. Now it is the enemy to be overcome. In this decade there is an increasing recognition that we now have to deal with things and their relatedness one to another and not just with one thing at a time all by itself. As noted above, where there used to be water-tight boundaries we now find increasingly leaky borders. This is seen in just-in-time manufacturing, co-operative education, global marketing, sustainable development, make-able design, new partnerships between purchasers and suppliers, the reintegration of personnel into management, the creation of work teams, and the dawning recognition that superior performance is only possible if one is fundamentally healthy as a person and that being healthy is fundamentally a relational concept. Virtually everywhere one looks in our society the new watchwords are cooperation, partnership, synergy, environments, contexts, flexibility, innovation and creativity, both as persons and as whole organizations.

But our new goal of learning to live as if relationships are real is illusive. We are finding that our industrial assumptions of separateness get in the way and betray our best efforts. For example, we are finding that flexibility and creativity require personal integration and playfulness of mind. This means that the creative arts are no longer a frill which we can afford only after the real work is done; that the arts must become central to developing the actual skills we need to compete economically in a global market. Many senior managers will tell you that their biggest problem with their workers and managers is that far too many of them find it almost impos-

sible to overcome the narrowness of their industrial training. They do not know enough about a wide enough range of things to be really flexible, co-operative and helpful.

In short, we are in the slow but nonetheless very real process of coming to see, experience and then treat ourselves and our world as an ecology of ecologies; as thoroughly relational. The industrial image of the prior separateness of things is still found in our cities, our architecture and our organizations, but it is no longer our future.

2. *The Meta-Trend Towards Recognizing the Whole Range of Reality and Not Just That Which is Obvious*

Industrial cultures have a bias towards those things that are obvious; things that are easily measured. Such things are seen as more real than those aspects of life that are hard to see and hard to measure because they are so subtle. The famous "bottom line" mentality is one example. Immediate and measurable profits are seen to be of more worth than long term relations or reputation. This bias is clearly seen in classic "cost-benefit" analysis. In like manner, one is hired in classic industrial societies for one's skills--for what one can actually do--not for one's character or value set. Note also the common distinction between ideas and actual skills. Skill training is big in industrial societies; critical thinking is a frill. Matter is real; mind is nice, but peripheral. Almost any discussion of ideas can be ground to a halt by the demand that one "get realistic". In industrial cultures reality is reserved for the tangible. Consider medicine. Bedside manner is nice, but good, hard, objective diagnostic skills are what really matter. We all know that.

But, as with our sense of the separateness of things, the bias towards the material is slowly being eroded. Every day more and more research shows that a major source of failure in industrial societies is rooted in the neglect of the subtle aspects of life. Good bedside manner, and even prayer, co-relate directly with more rapid healing and fewer complications. The spirit of a work team is a good predictor of the quality of its work. But a team's spirit is not primarily a function of hard factors. Even accountants are racing to revise their cost-benefit procedures so that they give greater weight to soft factors such as flexibility and reputation. It is now recognized that classic cost-benefit studies mislead one about the real value of major projects in today's world. Likewise in hiring. It is now seen to be worthwhile to invest millions to staff a new plant, because this is the only way that one can carefully select those whose attitudes and values are consistent with those of the organization.

So the ideal today is no longer "hard-driving managers who value only 'real' outcomes". The new era is one of respect for a wide range of inputs and outcomes that are held in tension one with another. Profits must always be held in the context of a wide and deep understanding of the changing demands being put on the organization. In order for this to happen

managers and workers must themselves become more integrated. As Joe Kordrick, of Ford, says, "Managers should no longer be the brightest, but the healthiest." By this he means integrated and well-rounded. Again, it seems that sport and recreation are no longer just personal and peripheral matters, but a major strategic source of strength for those who have the wit to use them in new ways.

3. *The Meta-Trend Towards a Dynamic View of Reality and Truth*

One of the most fundamental assumptions underlying the whole history of Western culture, and not just our industrial stage, is that those aspects of reality that are most real do not change. Real truth, we have assumed, is timeless and unchanging; it is the same in all times and places for all peoples. Hence, knowledge is marked by certainty. If one is less than certain, one does not truly know something. Conversely, to really know something, is to be in possession of knowledge that does not change. It follows that those who know must be listened to by those who do not know, for what is known is the same for all in all places and in all times. This, of course, is the basis for the sense of authority that is implicit in a hierarchical sense of life--those at the top really do know, and hence are to be obeyed. The general point can be put in the language of systems analysis: for virtually all of Western history we have assumed that we are part of closed, and not open systems.

This basic understanding of the essentially static nature of reality appears in many guises throughout the whole culture right up to, and including, our own day.

- Consider that Aristotle's God is "the unmoved mover". Since that which moves (changes in time) is less real than that which does not change, and since God must be the most real of all, it follows that God does not change. Consider in this light the current stress in the United Church over the ordination of declared homosexuals. Many who reject this move do so on the grounds that to accept homosexuals is to change God's word, which by its nature must be unchanging.

- Consider also the number of reorganizations that were undertaken in the last 20 years with the promise that "This time we got it right, so we won't have to do it again. This will be the last one." The image of "getting it right" is an image of having, at last, grasped the true nature of unchanging truth. This is still the common image underlying "master planning" and much long-range planning. If done right, they will be once and for all.

- Consider the number of people whose immediate response to a major change in policy or direction is to say, "does this mean that we have been wrong all these years that we have been doing it in another way?"

- Consider the number of executives who come to a new position with the sense that their basic job is to set "right" things that are "wrong" when they arrive. Further, they expect that once right, those things will never have to be altered again.

- Consider that up until the last few decades everyone knew that children changed and grew, but that adults did not. One of the marks of being an adult was that one did not change. By the time one became an adult one was to have the values, the faith, the sense of life, and ideally, the spouse and job that all last a lifetime.

- Consider the still common desire to "maximize" or even to "optimize" (pleasure, profits, whatever) in any given situation. What has not been seen is that one can only maximize, or even optimize, in closed systems.

- Consider that discontinuities--changes that break with, rather than extend the past--are still not handled well by most persons and organizations in our culture. Real discontinuities are wholly unexpected and seen as ruptures of the cosmic order rather than as part of it. We are not yet comfortable with an understanding of truth that is developmental; that allows us to be one way at one time and another way at another time. Rather, within the static view that has dominated our culture, development means, with Aristotle, drawing out the implicit potential that is already in a thing (and so nothing really changes) or, with economists, adding more of something to what is already present.

In contrast to the above view, we are slowly coming to terms with the fact that real change does take place in history; that reality itself participates in history; that we are part of an open system. As yet this thought is more intellectual idea than digested habit of head, heart and hand; but it is seeping into our consciousness and even into our practice.

- Consider that we now take for granted that personal development is historic, with discontinuities; that adolescents are not just bigger than, but different from, children. In the last twenty years we have even seen this developmental thinking extended to include adults. Every stage of life is now seen to be just that--a stage of life with its own characteristics and challenges that differ from those that came before and those that will come after.

- Consider that we are learning to honour the relativity of perception; that what any one of us understands and knows is a function of one's time in history, physical place in history, sex, social standing, and community. Einstein taught us with particles of an atom that we must mark its

place at time T, because at T+1 or T-1 it will have moved. So it is with human knowledge. Knowledge, we are coming to understand, is not marked by certainty, but by inter-subjective testing among many others. Knowledge is the best judgement of a community of given persons, at a given time, in a given place. If any one of these conditions change, let alone all of them, then what is known will also change.

- Consider that we are even slowly learning to take the reality of development in history into account when we strategize about what to do. It is dawning on us that our job is not just to achieve the goal that we can now see. Rather, we need to move towards our goals in ways that take them seriously, but that also acknowledge that our present understanding of our long term purposes are themselves evolving; that, in time, we will come to even better and deeper understandings of our world, ourselves and our mission. In short, we need to keep open to a future that is not yet clearly seen or often even imagined. Success, therefore, is not to extract the maximum or even the optimum from any given situation, but to do those things for now that are most deeply satisfying and that keep the future open.

4. ***The Meta-Trend Towards Wanting to be Respected and Treated as a Mature Person***

One way to summarize the above three meta-trends is to say that we are moving from an essentially adolescent phase of life to a deeper adult maturity. Consider that adolescence is the stage of life in which individuation--separating oneself from one's parents--is one's primary task. By definition, adolescents are somewhat inward-looking and preoccupied with themselves. On the one hand they are separate enough to begin to live their own lives, yet they also are unsure enough that if yelled at, they will do as they are told. Consider that this stance is also the stance required by an industrial society of its managers and workers--one is to be separate enough to do one's work without having to be told, but in the last analysis one is to do as one is told. In short, in order to function at all industrial cultures need large numbers of adults who are emotionally and intellectually stuck at an adolescent stage of development. It seems that the essentially "jock" flavour of industrial cultures is not an accident, for adolescence is the most jock period of one's life.

This implies that if one is essentially pre-adolescent or post-adolescent that one will not fit easily into classic industrial societies or organizations. It also implies that if large numbers of persons grow beyond adolescence, that, in time, the pressure they exert will fundamentally change the culture around them. This pressure, we suggest, is growing in our culture.

Consider that over the last 25-30 years there has grown in North America a major commitment to personal growth, i.e. to becoming more critically conscious of one's life and more deeply responsible for it; in short, to grow up! While this development could not have been predicted in the late 1950s, it is now a well established and growing multi-billion dollar enterprise. But as yet, a similar refashioning of our organizational forms and societal roles and relations has not taken place. This accounts for the gap that most persons feel so deeply between their own best shape and that of their organization. Most know that their organization does not want, let alone demand their most integrated and best selves; and they increasingly resent it. So, today, for the first time in history, most people, including the young (up to 30) and the old (over 70), now resent it when they are treated like children, e.g. when they are told what to do, but no one explains why it should be done; when things are done for them that they are capable of doing for themselves; when others make decisions for them without consulting them.

This new attitude is bedeviling most people who are in positions of authority. After all, when they were young (1930s and '40s) authority was respected. After all their grandparents were "Victorians". So as a child one just said, "Yes Sir" or "Yes Ma'am" and did whatever one was told. One was seen and not heard. But no longer! Now everyone wants in on every decision. But what is often not seen in the midst of the noise that arises is that there is an underlying trend towards people wanting to be respected and treated as if they are mature adults. This is why quality circles work and why involving people more deeply in the organization of their work is so important. It also is why cooperative parents' groups can operate various recreation programs as well as can paid staff of recreation departments. This suggests that governments should find more ways to enable and support people to do things for themselves, rather than running programs that do for them.

SUMMARY OF THE META-TRENDS

It may be helpful to summarize the four meta-trends noted above and the other meta-trends that emerge from them and their interaction. First the four meta-trends noted above:

TABLE 4

FROM	TO
segmented pieces	relational ecologies
hard & obvious = real	all aspects--hard/soft--are real
static & unchanging	dynamic and changing in time
immature adolescence	mature persons

Now some of the meta-trends that flow and follow from the above primary meta-trends:

TABLE 5

FROM	TO
single-faceted	multi-faceted
linear logic	ecological logic
linear complexity	ecological complexity and ambiguity
disintegrated analysis	integrated synthesis
passive, receptive	active participants, assertive
hardware	software
unconscious/uncritical	deeply conscious and critical
internal limits	external limits
graceless, merely functional	graceful
win/lose stances	win/win stances
domination/submission	consensus and compromise
control & command	nurture & support/empower
regulations/permissions	deep agreements on visions/values
centre/periphery models	holographic models
expert/profession driven	client/participant driven
focus on delivery processes	focus on end uses & results
provincial in outlook	global in outlook

There are, of course, many implications for recreation and sport in the trends and meta-tends that we have considered in this and the prior section. It is time to consider such implications directly. They will be the focus of the final section of this paper.

THE IMPLICATIONS OF CHANGE FOR SPORTS, RECREATION AND FITNESS

FIVE MAJOR STRATEGIC IMPLICATIONS OF CHANGE

The five major implications identified below are central to the future of sport, recreation and fitness in Canada. They are "strategic" implications of change because our response to them will determine the basic approach to sport and recreation over the next generation.

1. *Sport, Recreation and Fitness CAN BECOME More Central to the Main Concerns of Canadians*

This is one of those "good news, bad news" situations.

The good news is that sport, recreation and fitness can come to make major contributions to the areas of concern that will be central to Canadians over the next decade: creating a base for a continuous prosperity that is supportive of and consistent with creating healthy persons, families and communities in a healthy environment, i.e. achieving a high quality of life.

The essential reason sport, recreation and fitness can play new and more central roles is this: In order to meet the demands of the emerging integrated and dynamic global order (economic, social, environmental) we must become more integrated and adaptable as persons and organizations. This much is now agreed upon by most leaders of opinion. What is not yet commonly understood is that sport, recreation and fitness are: (1) one of the few areas of our society that takes personal integration seriously; and, (2) one of the few areas in our society in which one is free to experiment with new forms of personal and organizational integration and adaptation. A word about each of these features.

First, sport, recreation and fitness are leading the way in establishing the practical importance of personal integration. Consider that all of human experience is valued and drawn upon in sport, recreation and fitness: mental, physical, emotional and spiritual. Few other areas of life include all four. All are worked at and developed and all are seen as legitimate. Recall that the use of imagery to enhance performance was not developed in our board rooms and then imported into sport, recreation and fitness; it was the reverse. Think of the common use of mental imagery by athletes during the Calgary Olympics. It was taken as so normal that no one even commented on it as being out of the ordinary. Contrast this with the comments that would ensue if prior to the next meeting of First Ministers the Prime Minister was seen on T.V. preparing himself by using mental imagery. This leads to the second point.

Sport, recreation and fitness, at least in part, have been able to explore and move towards greater integration of one's person precisely because they have been on the periphery of our main concerns. They have been out of the spotlight, not in it. As we all know it is ever so much easier to take the risk to learn new things in a safe place than in the glare of public view.

Generally speaking the more public and official a situation the less learning and experimentation goes on with it.

This, then, is the bad news--Ministers and senior officials of sport, recreation and fitness are going to have to lead a deliberately schizoid life. On the one hand, you will have to protect your status on the periphery in order to remain on the edge of our culture's growth and learning. On the other hand, you will have to learn to offer in the mainstream of Canadian life what sport, recreation and fitness are coming to know about human learning, human performance and human integration. The future is yours if you can help others see that the most important role of sport, recreation and fitness over the next two decades is not the role assigned to it by industrial consciousness, but the central role it can come to have as we, as a whole culture, struggle to take on a post-industrial consciousness and culture.

To say this is not to say that one does not need to learn to make hard cases for the economic contribution of sports, recreationa and fitness to the economy; but it is to say that such cases are just the beginning of the adventure, not the end of it. The deepest issue is the contribution of sport, recreation and fitness to the development of a sustainable and prosperous post-industrial societal order.

2. ***Sports, Recreation and Fitness CAN BECOME a Major Area for Helping Canadians Learn to Become More Mature***

The point is that sport, recreation and fitness can turn to their advantage the fact that they already feel the pressures of change more fully than those areas and organizations in our society that are more official. Rather than resist such pressures as the growing desire for truly adult relationships, for deeper human community, for deeper personal integration, for deeper human meaning, sport, recreation and fitness can, if they will, be the first major area of our society to learn to cooperate with, and adapt to, such desires and demands. Sport, recreation and fitness can be among "the first on the block" precisely because sport, recreation and fitness have a long tradition of community- based self-help, because they are truly voluntary activities, and because they are out of the spotlight. One can vote with one's feet vis-a-vis sport, recreation and fitness with ease. One does not have to take anything that is truly disturbing from others in such voluntary activities. This is in sharp contrast to the realities most persons know at their work. But this is an advantage, not a disadvantage, if the game is a learning game; if the winner of the game is the one who learns most first.

It is no easy thing to pick up this challenge. But it can be done. Three of the implications of picking it up are set out in the following implications of change for sports, recreation and fitness.

3. ***Sport, Recreation and Fitness CAN MODEL the Shift of Governments from "Doing For" citizens to Supporting, Facilitating and Nurturing Citizens as They Learn to "Do For" Themselves***

That this transition must take place we do not doubt. It is required not only by the realities of government financing, but by the growing demand and desire for a more mature human society. As we now know with our children, our task is not to impose our desires on them, but to nurture, cajole, prod, support and coax them into learning to stand on their own feet, to think and decide with their own minds, and to act with all that they are. Success in child-raising is no longer the child who lives his or her whole life in the shadow of his or her parents, but the child who becomes truly independent and responsible. So it is with governance. The time has come for governments to re-focus their efforts. The shift will be from providing for, delivering services to and generally doing for their citizens, to supporting all of us to grow up into a fuller and deeper sense of our power and responsibility for our lives.

Again, because sport and recreation are largely community-based voluntary activities, this shift will be much easier than it will be in the fields of welfare or health care, let alone economic development.

4. ***Sport, Recreation and Fitness CAN MODEL the Development of Society-Wide Infrastructure Needed to Make the Transition To a Post-Industrial Society***

Sport, recreation and fitness know that facilities are necessary to get the job done. This is not news inside or outside the sport, recreation and fitness fields. Everyone knows that roads, sewers, airports, ports, telephones and more are all necessary if our society is to be prosperous and satisfying. But, as yet, little thought has been given in any section of our society to the kinds of infrastructure that are needed to facilitate the transition to, and development of, a post-industrial society. What follows from the changes we have seen in major areas of our society and from the meta-trends? How can sport, recreation and fitness contribute to laying the foundations of our emerging future? These, at least, are serious questions which deserve more attention than they are now getting. In sport, recreation and fitness, as is true of most of our society, the very real pressures of the immediate drive out all serious and sustained thought about the emerging future and how our present actions are now shaping it.

Consider the fact that at the present time there is no way that most of those involved in sport, recreation and fitness in Canada can get easy and continuous access to either quality information about our changing world and its implications for the future or to sustained discussion among those who are knowledgeable about such things. Our present arrangements deny the view that success will be a function of learning across the whole society, and not just by our leaders. Yet, the knowledge, the technology and the organizational forms all exist by which those Canadians involved in sport and recreation right throughout the land can have substantially better access to the knowledge and support that will let them better shape their futures. Maybe the creation of the society-wide infrastructure to do this task is important not only to sport and recreation, but to Canada's future.

5. *Sports, Recreation and Fitness CAN MODEL the Internal Organizational Changes that are Necessary to Respond to the Challenges of Change*

It is clear that if sport, recreation and fitness are to respond at all adequately to the challenges of change that we will have to evolve new organizational forms to do the work now done by our present hierarchical bureaucracies. To say this is not to ask for instant change. But it is to acknowledge the reality of this agenda item and to know that it is not too soon to begin the evolution towards a new organization future now. Again sport, recreation and fitness are advantaged by their size, the good-will that characterizes most of their relationships and the wide support they enjoy in the society. Maybe they can pioneer some of the organizational forms that, in time, every organization in the society will have to face and adapt. Maybe this is one of the demands of leadership that is so much a part of the sport, recreation and fitness environment.

It is time to consider some of the more specific changes in our society and their implications for sport, recreation and fitness. The rest of this section will be devoted to this task.

IMPLICATIONS FOR SPORT, RECREATION AND FITNESS OF SPECIFIC CHANGES

1. *Physical Environment*

Continued atmospheric change will cause the destruction or serious depletion of the ozone layer. This will result in sharply increased rates of skin cancer, the reduction of crop yields, and the damaging of aquatic life. Outdoor recreation, as we know it today, will be severely curtailed by increased ultraviolet radiation, particularly among the fair skinned members of the populace. Reduced yields will influence farm incomes, and generally lower the level of the economy, resulting in less disposable income. Lake quality will change markedly as algal blooms become more prevalent, with attendant oxygen depletion and subsequent fish kills.

A second consequence will be a warming of global climates, with attendant changes in rainfall patterns, and rising sea levels due to thermal expansion and ice melt. These could lead to flooding of coastal areas, increased drought in mid latitude agricultural areas. Obviously, to a northern country like Canada, there will be some benefits from a warmer climate.

2. *Older, Longer Living Canadians*

There will be an increasing demand for sport activities, competitions, etc. for the older age groups and less requirement for coaching, and officiating for children's programs. Facilities which are presently youth oriented will be utilized by a wider section of the population. For example, arenas and pools will move toward multi-purpose community centres instead of being age or sport specific facilities. The sheer numbers of clients older than those to which we are accustomed will require more facilities and programs

for adult participation. Because of their education, these clients will seek a broader range of services, i.e. continuing education, skills courses. Retirement planning has many looking at programs and services and beginning to demand more versatility, use of facilities, prime-time use, etc. Older adults will become increasingly involved in planning their own leisure pursuits, rather than a laid on program. More emphasis will be placed on the social and therapeutic aspects of sport, recreation and fitness. On the positive side, the senior group will provide an excellent, well educated volunteer base to assist with community development.

3. ***Smaller Families More Single Parent and Male Parented Families***

There will be an increasing need for child care facilities for adult programs and for an increased offering of courses at varying times to allow single parents to participate in recreation activities. More short-term course offerings, "how to" courses and simple skill courses to enable single parents to participate at their own pace. More opportunities will be demanded for adults to participate in recreation activities while their children learn skills (as this is usually their only time for leisure pursuits as well), ie. child swimming lessons, adult aquatics. Family centered activities will still be in demand as working parents want to enjoy their leisure time with their children (i.e., public skating, swimming, picnics, bicycle riding, walks in parks, etc.)

4. ***More, More Active, Retirees and Early Retirees***

Older adults are already a strong lobby group and will continue to demand a broadening scope of service. Retirement planning has many seniors looking at current programs and services and beginning to demand more versatility, use of facilities, prime- time use, etc. Older adults will become more increasingly involved in planning their own leisure pursuits, rather than merely participate in standard programs. There will be increased travel opportunities for older adults as special reduced packages become available. Changes to facilitate seniors use of standard transportation facilities and special meals will be demanded by the senior travellers themselves. Early retirees will provide an excellent, well educated volunteer base to assist with community development, although the ability to pay for sport, recreation and fitness services will be limited for many.

5. ***More Employment in the Service Industries, More Women in the Work Force***

There may be a demand for recreation programs and facilities to fulfill the needs that are no longer satisfied in the workplace. There will be an increasing need for child care facilities for adult programs, and for courses at varying times to allow women to participate in sport, recreation and fitness activities. More opportunities will be demanded for adults to participate in sport, recreation and fitness activities while their children learn

electronic aids to facilitate the planning and delivery of sport, recreation and fitness programs will help us keep abreast.

10. *Increasing Travel and Holidays*

Increased travel opportunities will result in more demand being placed on recreation facilities in resort areas, more competition from foreign tourists for access to recreation resources, and homogenization of recreation offerings. Generally, people will take shorter, but more frequent, holidays. More holidays will be to specific destination areas or resorts. Recreation practitioners will need to promote and package their services in a professional manner to compete with the offerings of other areas, and to attract consumers attention.

11. *Emergence of the Leisure/Shopping Concept*

The development of the leisure/shopping concept may well have a significant impact on Canadian society during the next ten years. The integration of leisure with shopping, especially in climates which discourage outdoor activities during large portions of the year, is an illustration that joint endeavors between private, public and commercial organizations are possible. There is a need to develop and/or cultivate networks with other actors to facilitate these ventures. The high profile marketing employed in these ventures is becoming the norm. The packaging of leisure in the same professional manner can attract consumer's attention, thus helping to meet the goals of sport, recreation and fitness.

12. *Increasing Numbers of Electronic Devices*

The surge of home videos and personal computers widens the range of leisure activities for all ages, from children to older adults. These 'toys' may decrease necessity of recreation agencies or educational institutions to provide basic exposure courses, as people can view them on their TV sets and practice at their own pace. Increased use of electronics may result in a decreased demand for physical activities as people spend more and more of their leisure time in front of a screen. An increased tendency for people to recreate with machines rather than other people will result in decreased social experiences, and may well place a demand on recreation services to fulfill this need of social interaction. Increasing dependence on vicarious experience of this type, combined with lower levels of physical interaction, may increase the demand for physical activities during leisure time.

13. *Increasing Participation in "Risk" Sports*

As a result of high settlements, insurance premiums covering recreational activities and facilities have increased significantly during the past few years. Although there is a need to find balance between safety and reducing the enjoyment of the participant and the spectator, one must be alert to the possibility that fear of liability suits, and their attendant costs, may be used as a reason for discontinuing programs.

skills (as this is usually their only time for leisure pursuits as well), ie. child swimming lessons, adult aquatics.

6. *More Mainstreaming of People with Disabilities*

There will have to be a continued focus on accessibility of facilities to people with disabilities. Societal expectations that the disabled be integrated into regular programming may increase the staff and funding requirements. Necessary actions may well require an educational process designed to change the attitudes of generic service providers vis-a- vis the acceptance of people with disabilities, and any additional needs or requirements. There may be an increasing need for partnerships with health and social service agencies if this integration is to proceed smoothly.

7. *Higher Proportion of Immigrants*

Canada, now with a large part of its population made up of recent immigrants, must appreciate the uniqueness of each ethno-cultural group and ensure that their sport, recreation and fitness needs are met, within the context of their culture. Education of recreation professionals in this area will assist in the continued evolution of the Canadian culture. Further training will allow them to be more responsive to the recreational needs of the citizens of each ethno-cultural group.

8. *Changing Attitudes to Education*

More people are returning to classrooms and are staying in university longer. Joint efforts are required of recreation professionals and educators to develop a leisure education component, to be included as part of the regular education program to help prepare for a changing society, and to develop the skills, knowledge and attitudes about the importance and value of recreation. Recreation, fitness and sport should be positioned as part of a person's lifestyle, both before and after retirement. This will be especially challenging with those cultures for whom this idea is foreign. The education system must adapt to serving an adult and older adult population, rather than being solely youth focused.

9. *Increasing Automation*

The rapid increase in the use of technologies utilizing automated equipment has reduced the amount of physical labour required in the workplace. The use of electronic equipment in the office is resulting in massive change in that environment. As a result, people often work with machines rather than with other people, thus decreasing social interaction in the workplace. Some of the adaptations to these developments can be seen in longer vacations, job sharing, part-time work, earlier retirements and more frequent sabbaticals. The dehumanization of the workplace, by the introduction of technological changes may well lead to further demands on recreation services to fulfill innate social needs. In addition, increasing numbers of sedentary jobs may increase the demand for physical activities during leisure time. On the positive side, the continued use of computers and other

IMPLICATIONS OF CHANGE FOR POLICY

The review of the trends occurring in Canada leads logically to the suggestion of policy implications for the providers of sport, recreation and fitness services. Several of these are listed below.

1. *In that recreation, sport and fitness will be able to help people deal with the ever-increasing stresses, strains and alienation of everyday life, it is imperative that governments continue to provide the significant levels of support for the delivery of recreation, sport and fitness programs that have characterized the last two decades.*
2. *As levels of societal stress rise governments should emphasize self-help, self-reliance, individual choice and responsibility. To foster this there should be consideration given to increased levels of resource commitment to leisure lifestyle initiatives.*
3. *As the demands placed on the recreation, sport and fitness system increase governments should consider funding greater support and recognition for community-based, volunteer sport and recreation associations and groups, particularly in the area of management skill development. Such groups can also take over much of the service-delivery of traditional programs.*
4. *As a response to restraint pressures from both the public and political sectors government should be encouraged to strengthen the base of volunteer leaders, particularly among the middle and older age groups. In the 1990 the big generation will be at the prime ages for family and community oriented volunteer work. Many people in these groups will have had volunteer experience in the past, and thus require re-motivation and training refreshers to become volunteer leaders once more.*
5. *The increasing ubiquity of electronic communications devices such as video recorders, video discs and personal computers which access electronic messaging networks, will allow government to enter the leadership development area at a higher level than has hitherto been the case. The government should encourage the private sector to teach lower-level leadership skills for which there is a lot of demand, while the government concentrates on delivering higher order skills to fewer people by electronically-aided means.*
6. *Due to continued public and government concern over rising expenditures and decreasing revenue governments should continue to investigate alternative delivery mechanisms such as privatization, partnerships with the private sector, the use of cooperating associations, etc., and to employ use of electronic technology wherever cost reductions will be realized. However, it is recommended that this should not be done by sacrificing continuing support for tax-based basic sport, recreation and fitness services.*
7. *In that the proportion of our society which is in the senior age group is increasing rapidly, governments should consider initiatives that would ensure that new sport, recreation and fitness program initiatives for seniors and the upper middle aged are developed.*

8. *As the numbers of individuals of non-Canadian ethno- cultural groups increase governments should attempt to ensure that their recreation, sport and fitness needs are met in ways compatible with their cultures. Governments should attempt to ensure that sport, recreation and fitness professionals are fully conversant with the special needs of these groups.*

9. *In that Sport, recreation and Fitness and the associated travel, can be major contributors to the economy, governments should encourage greater coordination and cooperation between the various public, institutional and commercial groups having interests in these fields.*

10. *In that the number of single parent families is increasing rapidly governments should attempt to ensure that sport, recreation and fitness programs can be accessed by families having only one parent , regardless of the gender of that parent. Innovative programming and use of facilities should be encouraged in order to maximize the limited time available to single parents and their families.*

11. *As people with disabilities are more integrated in general every day life governments should consider increasing efforts to ensure that the recreation needs of people with disabilities are met, and that sport, recreation, and fitness professionals, and others who work with people with disabilities, are fully aware of their needs.*

PLACES TO BEGIN

As Lenin said, "What is to be done?" We offer three places to begin.

1. *One place to begin is for every sport, recreation and fitness organization to legitimize and support for learning about the reality of the many facets of change and digesting it into our personal and organization systems. This can take many forms: in-house seminars, subscription to and circulation of "futures oriented" news letters and magazines, putting futures issues on the formal agenda of management meetings, review of present programs and structures in light of good futures information, etc.*

2. *A second place is for Ministers of Sport, Recreation and Fitness to commission a study to define the shape, functions and feasibility of a Canadian Network for the Future of Sport, recreation and Fitness. It would operate a formal environmental scanning network for, and with, sport and recreation organizations in Canada and serve as a resource to them as they undertake more "futures" initiatives.*

3. *A third place to begin is for each Minister of Sport, Recreation and Fitness to sponsor a Provincial "Round Table Consultation" of representatives of each of the major areas of concern that are emerging as important to the future of sport and recreation, e.g. economic development, economic productivity, healthy towns and environments, society wide learning, personal development, community development, urban design, family life, artistic development. The point is to assist all participants to recognize, because of the nature and reality of change, that they must learn to see on another as allies and cooperate in the creation of a society that has both continuous prosperity, healthy environments and healthy persons in healthy communities. Only an ecology of the*

above concerns and interests can achieve this goal. A final national consultation might follow the provincial consultations.

Enough! It can be seen that the trends and meta-trends now working their way through our society will not leave sport and recreation unchanged. The only question now is that of the particular ways in which we will respond to the challenges that now face us.

"The future is not a place we are going to, but one which we can create if we have the will and the vision."

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